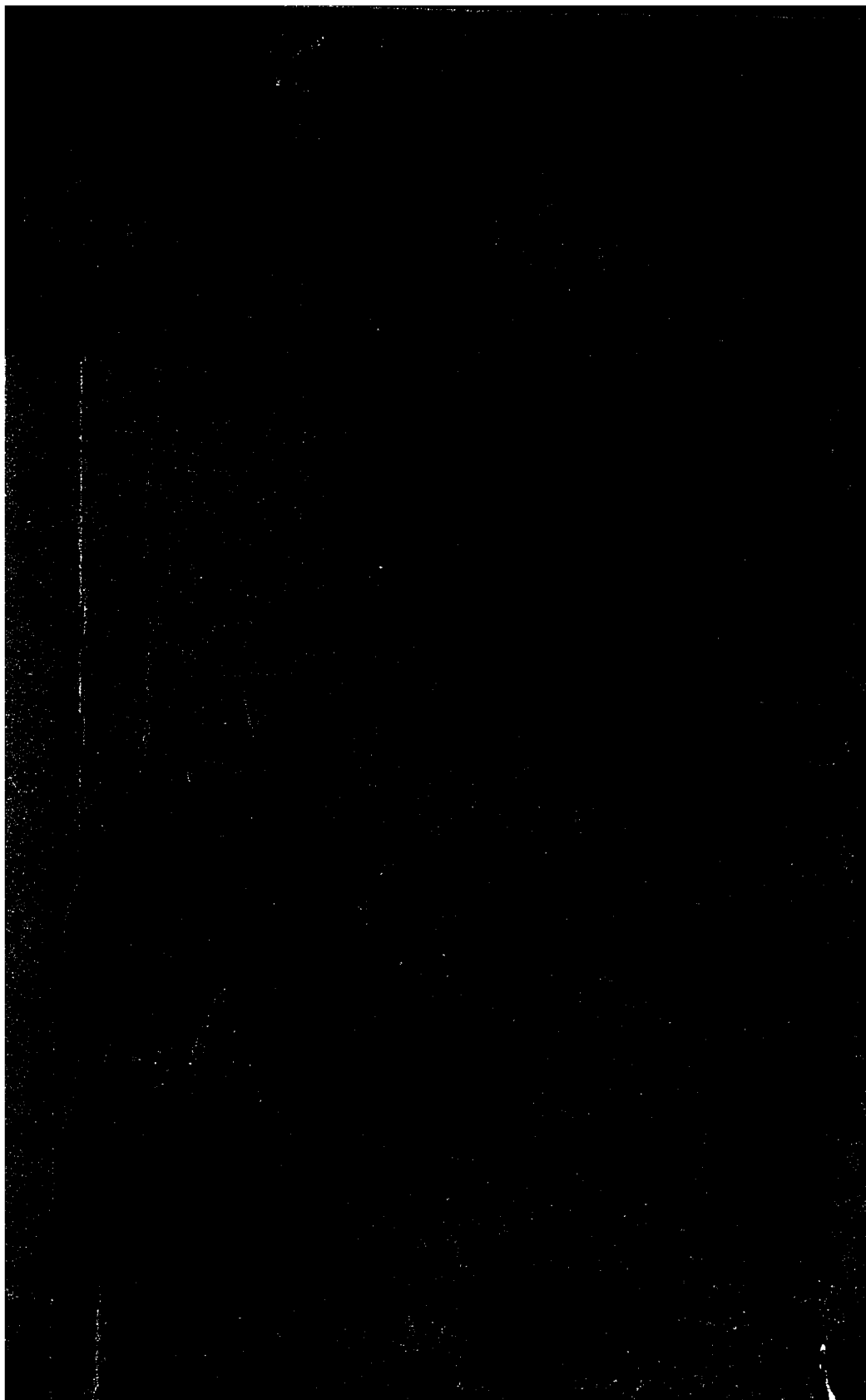


CULLITON

ASSISTED EMIGRATION
AND LAND SETTLEMENT

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McGill University Economic Studies

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National Problems of Canada



Assisted Emigration and Land Settlement

With Special Reference to Western Canada

JOHN THOMAS CULLITON, M.A.

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CULLINON, J. T.

PREFACE

The monograph which is here presented by Mr. John Culliton is one in which I have taken an especial interest. It belongs to a new division of the general field of economic science,—a field of increasing importance,—the economics of the British Empire. In proportion as discussion dies away in regard to the political structure of the Empire, a new importance is seen to attach to the economic relations of its constituent parts. It is quite plain that the future welfare of each division of the Empire will depend largely on the intimacy of its economic co-operation with the others. Indeed it may be said that the great problem before the British people is no longer that of political union, which seems, in its own anomalous way, to be amply assured. It is that of economic integration, in which alone can be realized the full strength and the full security of imperial unity.

Towards this end we should set our endeavors. We must study every way in which the various parts of the Empire may be made contributory to the wealth and welfare of the others.

Mr. Culliton's present study of public land policy and land settlement in North West Canada is eminently adapted to the purpose indicated. It opens a chapter in the economics of the Empire. For its full importance it needs to be supplemented by a parallel study of land policy and immigration policy in the other Dominions, and most notably in Australasia and South Africa.

I understand that it is Mr. Culliton's hope that he may presently be able to undertake the investigations needed to extend his present monograph into a complete treatise on migration and settlement within the Empire. In the meantime his present work will be read with great interest, not only in our own Dominion, but in those other parts of the Empire where problems similar to ours await still a solution.

STEPHEN LEAGOCK.

MCGILL UNIVERSITY,

January 1st, 1928.

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CHAPTER I

EARLY ASSISTED SETTLEMENT IN BRITISH, NORTH AMERICA

COLONIZATION, as we know it to-day, is of comparatively recent origin. It is unlike the pre-historic migrations of the Indo-European races, or the scarcely less distant expatriation of the Phoenicians, or, again, the descent of the barbarous hill tribes upon the declining Roman Empire ; nor were the offshoots of Rome or Greece true colonies. With them, they were little else than trading stations or military settlements. This factory system also characterized the chain of outposts which Portugal established from Madeira to Japan when she was at her zenith. With the fall of Portugal in 1580, the system itself did not collapse. The Dutch, and later, the French and English, carried it on in the same territories.

The provincial system is most clearly demonstrated in the history of the conquest of Mexico and Peru by Spain. The inhabitants already in possession were governed by the Spanish, and, for the most part, made use of for industrial purposes. Closely analagous to these provinces were the plantation colonies, which have been established, at one time or another, by nearly all countries in regions inhabited by a less virile race. The natives were either forced into service, as in Brazil, Ceylon, Peru and Mexico, or pushed aside, as in North America. This type of colony was among the first established on this continent.

Out of these three systems, the factory, the provincial and the plantation, colonization, as we understand it, which, briefly stated, may be said to be the encouragement of emigration from a Mother Country to a distant possession for the furtherance of the economic, social and political welfare of each country, and their respective inhabitants, gradually evolved. Its beginning dates back to the discovery of America. Here, there were no natives who could be exploited ; no teas, silks or minerals that could be sold in the home market at enormous prices. It was apparant that if profits were to be reaped, the resources would have to be developed, the land settled, and the soil tilled, all of which demanded men, and many more men than those necessary to garrison a fort or rule the natives. For this reason colonies had to be established, and immigration encouraged.

In the early assisted emigration and assisted settlement schemes the home governments took little active part. The general practice was for them to grant the land to the discoverers, or to some other influential man or group of men, and to stipulate that it be colonized by them. The Governments followed this policy owing both to lack of interest in the new colonies and inability to assume full control. Moreover, they themselves, were generally in a precarious position at home. Thus the amount of assistance varied with the character or characters of the grantees. They, like the Government, were often indifferent as to whether their land was peopled or not, some preferring to hold it rather than develop it. Under these circumstances it can be understood why the early history of the colonization of North America is, for the most part, a story of the flow of voluntary immigration, which was prompted by love of adventure, the desire for religious freedom, or the hope of escape from harsh economic conditions at home.

The first authentic instance that we have of a colonial land grant dates back to 1419, when Prince Henry of Portugal gave to his sea captains, John Gonsalvez Zarco and Tristan Vaz Texeira, the greater part of the Madeira Islands, which they had discovered the previous year.¹ The terms are most interesting. The proceeds which remained, after the church and mother State were satisfied, were to be divided equally between the owners and the cultivators. Under these prospects for gain, eight hundred people were attracted to the Islands within thirty years.² It was not, however, until after the discoveries of the Americas that colonial grants and colonization were given any real impetus.

Spain and Portugal were the first to make any serious efforts to bring portions of these newly found countries under the sway of an European power ; the former, Mexico, and the latter the district about the Rio de Janeiro in South America. These were attempts at subjection rather than colonization. From the beginning of their conquest of Mexico, about the year 1525, the Spanish followed the colonial land grant system, which, in their hands, took on a feudal and military aspect. Hernando Cortez parcelled out the land into military fiefs, placing over each fief an *encomendero*. The *encomendero* was granted the fief as his, and his heirs forever, with full sovereign control over it, on condition that he supplied his own arms and followers and reserved to the State one-fifth of all treasures discovered.³ The Portuguese settled the Rio de Janeiro district, which they had discovered in 1531, in a like military

¹ Abbott, *The Expansion of Europe*. Vol. 1. PP. 87-88.

² *Ibid.*

³ *Ibid.* P.222.

fashion. Between 1539 and 1542 various changes were made in the Spanish colonization laws,¹ which resulted in the abandonment of colonial land grants. Under these amendments such colonial lands as had already been granted were to revert to the crown upon the death of the living grantee.² For a quarter of a century the provincial system held Spain's western empire intact ; but in the end it proved inadequate and there remained to her only Porto Rico, Cuba and the Philippine Islands, after its breakdown.

The year 1555 marks the introduction of colonization and immigration in order to secure the freedom of worship. This plan was the work of Villegagon, who attempted to settle a French Huguenot colony in the Rio de Janeiro.³ This was but the beginning of a great many colonization movements which were to be activated by this same desire for religious freedom. However, it was not in such a manner that the French Government was hoping "to plant the lilies and the cross" in the new lands across the sea.

To Marquis de la Roche in 1598 was given the task of establishing a Bourbon Empire in the new world. According to the commission⁴ it was clearly the desire of the French authorities to establish a feudal system of land tenure in the new territories similar to that in France itself. However, De Roche had difficulty in securing settlers, and was forced to take convicts, who fared badly owing to the lack of any real assistance. Thus it was left to Champlain in 1608 to found the first permanent French settlement outside of Europe. The grant for this settlement was held by De Mont, who gave the assistance to the settlers. The settlement was organized on the feudal system.

During the next two decades France evinced little interest in the further colonization of North America, and this single settlement stood out as their only outpost in America. In order to remedy this state of affairs, Cardinal Richelieu in 1627 organized the Company of New France, better known as the Company of One Hundred Associates. To this Company were handed over all the lands claimed by France in the Western World, and all former grants were summarily revoked. These were to be held by this Company forever as an immense fief, subject merely to nominal seigneurial dues.

This huge grant was not given to the Company of One Hundred Associates without certain obligations being placed

¹ Abbott, *Expansion of Europe*. Vol. 1. P. 233.

² *Ibid.*

³ *Ibid.* PP. 310-311.

⁴ *Vide Charter, Edicts and Ordonnances III 7-10.* Reprinted in Munro, *Documents relating to Seigneurial Tenure in Canada.*

upon them. According to their charter of April the twenty-ninth, 1627, this Company was obliged "to carry over to New France aforesaid : in the course of the ensuing year, 1628, two to three hundred men of all trades, and during the next fifteen years to increase this number to four thousand."¹ Furthermore, the Company was "to provide subsistence, shelter, and all things generally which may be necessary to life during three years² for the immigrants. After this period they could free themselves of such obligations by giving the colonists "a sufficient quantity of cleared land to enable them to support themselves, with the necessary wheat to sow it for the first time."³

The widest of powers were given to the Directors of the Company in making land grants. They were empowered "to grant the lands of the said New France subject to such terms and conditions as may seem to them most advantageous for the Company."⁴

The Company failed to fulfil its settlement duties. The total population in thirty years was less than three thousand. The majority of grants had been made, not to intending settlers, but to directors and the associates who never came to the colony at all. The result of this policy was the revocation of the charter in March 1663 by Royal decree.⁵ Henceforth, the country was to be a Crown Colony directly under the King of France. To this new crown colony, during the same year, Colbert, at that time chief adviser to Henry XIV, sent out five hundred colonists who were given a year's maintenance at the expense of the state. Women were also included, and a premium placed upon marriage.

New France did not long remain a crown colony. In spite of the antagonism that had been aroused against colonizing companies by the Company of One Hundred Associates, Royal support was given the following year, 1664, to a like organization, The Company of the West Indies. The charter⁶ granted to this company contained fully as wide powers as those incorporated in the charter of the previous company. In 1665 M. LeBarrois was sent out as general agent for the Company. He recommended that the seigneurial grants be made by the

¹ Vide Charter of Company of New France 1627. Reprinted in Munro, Documents relating to Seigneurial Tenure in Canada. P. 3.

² Ibid.

³ Ibid.

⁴ Incorporated in By-Laws and Regulations of the Company of New France, as adopted May 7, 1627.

⁵ Edicts and Ordonnances I 31-32. Reprinted in Munro, Documents relating to Seigneurial Tenure in Canada. P. 10.

⁶ Edicts and Ordonnances I 40-48. Also reprinted in Munro, Documents relating to Seigneurial Tenure in Canada. P. 10.

Intendant in the name of the Company. This proposal was adopted, and, during the next decade, this system was followed. In 1676, by Royal Arret May 20, seigneurial grants were henceforth to be made jointly by the company and the intendant.

This company was much more successful than its predecessor. At the close of the year 1668, the population had reached the figure of 6,282. This company also sponsored, on the suggestion of the intendant Jean Talon, the first military settlement in America. The idea of this plan was to settle vulnerable points with military yeomanry. Large tracts of land were granted en seigneur to officers, who, in turn, were to regrant smaller portions on the feudal system. Additional encouragement was given to officers to accept these grants by the donation of large sums of money to them by the French Government. Non-commissioned men were assured a year's rations, and the equivalent of a year's pay. This settlement was successfully planted along the Richelieu and St. Lawrence rivers, within easy distance of the confluence of the two streams.

Until the Seventeenth century England was more interested in finding a north-west passage to Asia than in colonizing the newly discovered lands of America. Although Sir Humphrey Gilbert published a pamphlet in 1565 entitled "A Discourse to prove a passage by the North-west to Cataya and the East Indies, settling there such needy people of ours which now trouble the Commonwealth," and although he was given a patent in 1578 his efforts came to naught. Sir Walter Raleigh obtained a similar charter in 1584 with like results.

The real beginning of the English colonization of America was in 1606. France had by this time, with the settlements scattered along the St. Lawrence river, fairly well established her claims in the northern part of North America, whilst Spain was entrenched to the south about the Gulf of Florida. Among others, Gosnold and Sir Thomas Smyth, the first Governor of the East India Company, saw the advantage of wedging an English colony in between the claims of these rival countries, and thus gaining a foot-hold in the new continent. They, with their associates, applied for and received a grant and a "licence to deduce a colony into Virginia," which brought about the birth of the first English colonizing companies.

Two colonizing companies were formed, the London Company and the Plymouth Company.¹ To the London Company, or first colony, was granted the land along the Atlantic coast from the thirty-fourth to thirty-eighth north parallels of latitude, with the right to three degrees farther north if it were the first to colonize. The Plymouth Company was given a

¹ Abbott, Expansion of Europe. Vol. 1. P. 408.

similar grant between the forty-first and forty-fifth north parallels of latitude, with like overlapping rights to the south. Both Companies made the attempt, but the London Company alone met with success. Driven by a storm into Chesapeake Bay, they sailed up a river which they later christened "James River," and, in 1607, founded on its banks, Jamestown.

In 1609 the London Company underwent reorganization.¹ It became an open corporation with purchaseable shares that might be allotted to a colonist for his services, together with land to be distributed after seven years in proportion to stock held. Thus the colonists became servants and sharers in a joint stock communistic enterprise. They turned their produce into a common stock, drew out any necessary supplies, and shared in the profits of the venture.

In the beginning the colonists suffered many hardships owing to their inexperience, but with the introduction of tobacco culture on a large scale, and the acquisition of slaves, they quickly prospered. Hundreds of immigrants from England, seeking free homes, rapidly added to the population of the colony.

The success of the Virginia colony led to the formation of another colonizing company, The Merchant Adventurers of London.² Patents were secured from the Virginia Company, and settlers obtained from the Puritan refugees in Holland. Seventy subscribers provided the capital, and shares were allotted on the following basis—One share was given to each immigrant above sixteen years of age, two to each family furnishing itself, and one for each two children between the ages of ten and sixteen.³ With a slender store of utensils and food the "Mayflower" set sail in 1620 across the Atlantic Ocean, carrying that hardy band of religious patriots who founded New Plymouth, the nucleus of what was destined to be a far spread colony.

From the landing of the Pilgrims to the conquest of North America by England in the middle of the eighteenth century, thousands of emigrants, spurred on by the lure of free homes, filled with the desire for religious and political freedom, left her shores to build up her offshoots in the Western World. New territories were opened up and granted to influential men, or groups of men, who offered assistance to those willing to exchange old homes for new ones. William Alexander secured a patent for Acadia; George Calout, a charter for the province of Avalon, in Newfoundland; and the Isle of St. Kitts was

¹ Abbott, *Expansion of Europe*. Vol. 1. P. 409.

² Ibid. P. 417.

³ Ibid. P. 418.

granted to William Warren. Those states now bearing the names of Maine and New Hampshire were given to John Mason and Ferdinando Gorges. The Salem Company, transformed into a corporation called "The Governor and Company of Massachussetts Bay" began a fresh settlement at Shawmut in 1630. Shawmut was later renamed Boston. Further grants of land were made from time to time, and new lands settled by the overflow from the older colonies.

That people convicted of crime should be deported to distant colonies was not a new idea on the European continent, or in the British Isles, at this time. Indeed, almost two hundred years previous to this period, Marquis de La Roche had attempted to build a French colony in Acadia with this class of immigrants. Although his efforts came to naught the failure cannot be attributed as much to the inability of the convicts to make satisfactory settlers as to the lack of any real assistance on the part of the grantee. This is further proven by the successfulness of James Oglethorpe, a prison reform agitator, and his twenty associates, in their efforts in 1733 to plant a convict colony between the Savannah and Altamaha rivers, a district later called Georgia. Oglethorpe was aided by parliamentary grant and private subscriptions. Thus he was enabled to offer real assistance to his emigrants.

The opening up and holding of the extreme northwest of the North American continent was accomplished, not by means of colonizing companies, or by grants to individuals entailing settlement duties, but by giving the land outright to a trading company, which was empowered to exploit it as the directors saw fit, unhampered by any colonizing obligations.

This Company was formed in 1670 when Charles the Second of England granted unto "The Governor and Company of Adventurers of England trading into Hudson's Bay and their successors the sole trade and commerce of all those seas, straits, bays, rivers, lakes, creeks and sounds, in whatsoever latitude they shall be, that lie within the entrance of the straits commonly called the Hudson's Straits, together with all the lands, countries and territories upon the coast and confines of the seas, straits, bays, lakes, rivers, creeks and sounds aforesaid, which are not now actually possessed by any of our subjects or by the subjects of any other Christian Prince or State," because they "have at their own great cost and charges undertaken an expedition for Hudson's Bay in the north-west part of America for the discovery of a new passage into the South Sea, and for the finding some trade for furs, minerals and other considerable commodities, and by such their undertaking have already made such discoveries as to encourage them to proceed further in pursuance of their said design, by means whereof

they may probably arise very great advantages to us and our kingdom."¹ The land thus granted was to be "henceforth reckoned and reputed as one of our plantations or colonies in America, called 'Ruperts Land' "² and over this territory the Governor, Company, and their successors, were to be "the true and absolute lords and proprietors."³ The wisdom of this grant has often been questioned. Many agree with Adam Smith that "the Government of an exclusive company of merchants is perhaps the worst of all Governments for any country whatever." Undoubtedly there is a certain amount of truth in this statement, but yet there is reason to believe that the Hudson's Bay Company held for Britain what might have been lost to the French.

By the Terms of the Treaty of Paris, which brought the Seven Years' War to a conclusion, Great Britain gained possession of the whole of North America situated east of the Mississippi River, with the exception of the town of New Orleans and the adjoining district. She thus added to her original thirteen States the territory of Canada, all its dependencies, and the Island of Cape Breton. The obvious advantage of settling this newly acquired territory led to special measures being taken by the British parliament to encourage a proportion, at least, of the yearly immigration to North America to settle in these territories. One of these measures was a Royal Proclamation issued in 1763, authorizing the free granting of lands within this area to officers and soldiers who had served in the war.⁴ The Frasers and Montgomeries, who settled about Murray Bay, were the first to take advantage of this offer.

For the general encouragement of settlement, special instructions were sent to James Murray, the first Governor of Canada, on December 7th, 1763, regarding the granting of lands. According to these orders he was instructed, "that a hundred acres of land be granted to every person being master or mistress of a family, for himself or herself, and fifty acres for every white or black man, woman or child, of which such person's family shall consist at actual time of making grant."⁵ However, larger grants could be made, "not exceeding one thousand acres over and above what they are entitled to by the number of persons in their respective families, provided it shall appear to you (Governor Murray) that they are in a condition and intention to cultivate this land ; and provided also that

¹ Vide Royal Charter incorporating the Hudson's Bay Company. Reprinted in Beckles Wilson, *The Great Company*.

² *Ibid.*

³ *Ibid.*

⁴ Sir Charles Lucas, *History of Canada*. P. 3.

⁵ Canadian Archives Series 9 LXII. A pt. 1, 128-198.

they do pay to the receiver of our quit rents, or to such other officer as shall be appointed to receive the same, the sum of five shillings only for every fifty acres so granted on the day of the date of the grant."¹ Payments were to be made on the smaller grants as follows: "All grantees to be subject to a payment of three shillings sterling for every hundred acres, to commence at the expiration of two years from the date of such grant, and to be paid yearly and every year, or, in default of such payment the grant is void."²

In order to curb the tendency towards granting lands to other than bona fide settlers, it was further stipulated that, for every fifty acres granted, and which was accounted plantable, three acres were to be cleared and worked within three years from the date of grant.³

The emigration flow from the United Kingdom to the newly acquired provinces of North America soon assumed promising proportions. It is estimated that between 1769 and 1774 an average of twenty thousand emigrants per year were landed at the ports of Montreal and Quebec. Ireland alone, during this period, contributed 43,720 souls,⁴ whilst from Scotland they came in even greater numbers, giving rise to fear lest the country be depopulated. Steps were taken in an attempt to prevent this supposed danger. The Scots Magazine of 1775 says, "In the beginning of September the Lord Advocate represented to the commissioners, the impropriety of clearing out any vessels from Scotland with emigrants for America. In consequence of which, orders were sent to the several custom-houses enjoining them to grant no clearances to any ships for America which had more than the common complement on board." These orders had little or no effect, and were never seriously enforced.

On the whole it appears that little or no assistance was granted to these settlers, and that the greatest inducement towards emigration was the hope of escape from harsh economic conditions at home,⁵

¹ Canadian Archives, Series 9, LXII A, Pt. 1, 128-198.

² Canadian Archives, Series Q, LXIII A, Pt. 1, 128-129.

³ Ibid.

⁴ Contiemans Magazine 1774. P. 332. Vol. 4.

⁵ "In the beginning of June 1772, about forty-eight families of poor people from Sutherland arrived at Edinburgh on their way to Greenock in order to embark for North America. Since that time we have heard of ten other companies, one of a hundred, another of ninety, beginning their journey with the same intention. The cause of this emigration they assign to the want of the means of livelihood at home through the opulent graziers ingrossing the farms and turning them into pasture." Scots Magazine, 1772. Vol. 34. P. 395.

and the easy acquisition of fertile land in America.¹

Following the War of Independence about 28,000 United Empire Loyalists emigrated from the newly formed republic into Nova Scotia and New Brunswick. A smaller number, perhaps 3,000, settled in Cape Breton, whilst others sought homes in Gaspé Bay and the Seigniory of Sorel. It is estimated that 30,000, including re-immigrants from the Maritimes, took up land in Upper and Lower Canada.²

In 1786 Governor Carleton issued orders giving grants of land to these patriots. The grants were to be held under the Crown as seigniories and subject to all seigniorial dues. Further help in the form of seed, food and clothing was given to them by the Government to tide them over periods of acute distress.

The Scots, as before, continued for some years to be the most active colonizers of British North America. In 1785, five hundred Scotch Glengarries under MacDonnell joined their fellow countrymen, who had previously settled in Ontario in the district of Glengarry. Six years later MacDonnell headed a second party. Two hundred acres of land was given to each family. Another Scotchman, McLeod, in 1793, brought out forty families to Kirkhill. In 1799, Scots from about Lochiel, Scotland, founded an overseas settlement in America, to which they gave the same name.³

Perhaps the most outstanding among Scotch colonizers in British North America was Lord Selkirk. In 1803 he brought out a group of Scots whom he settled in Prince Edward Island.⁴ The land, which had been sold to him by the Government, he sold to the settlers at a reasonable price. The proceeds from the sales of these lands was used to assist and encourage additional settlers. The venture proved a success, and with high hopes he turned towards the Northwest. He leased about two hundred square miles lying in the Red River district from the Hudson's Bay Company, and in 1811 brought out settlers. Their lives imperilled by the antagonism between the rival trading companies, their means of subsistence threatened by crop failures, Lord Selkirk directed all his energy towards turning failure into success, which he did eventually, proving the fertility of the West, and its suitability for settlement.

¹ "There is a large colony of the most wealthy and substantial people in Sky making ready to follow the example of the Argathelians in going to the fertile and cheap lands on the other side of the Atlantic Ocean." *Scots Magazine* 1771. Vol. 33. P. 325.

² The total United Empire Loyalist emigration from the United States was approximately 40,000.

³ Vide J. Murray Gibbon, *Scots in Canada*.

⁴ *Ibid* for detailed account.

In 1813 Colonel Talbot brought out two thousand settlers. These were given homes on the shores of Lake Erie at Port Talbot, named thusly in honour of their leader. The financial burden entailed in this scheme was borne by the British and Colonial Governments. The British Government afforded free passage to the emigrants. The Canadian Government came to their rescue with gifts of seeds and provisions. The enterprise was highly successful, and it is estimated that by 1873 the colony numbered approximately twelve thousand.¹

After the termination of the war of 1812-13-14, immigration was given a great impetus. In 1815 the outflow to British North America was about two thousand, but this figure steadily increased until 1852 when it is estimated that 277,134 newcomers landed at the Ports of Montreal and Quebec. During this period the British Government lent assistance in order to relieve conditions at home, and to build up her colony in the Western World. Between 1819 and 1827 sums as great as £68,000 were voted by the British House to assist emigrants.² Special measures were taken to rid Ireland of her surplus population. In 1823 the Imperial Government undertook to transport as many as possible of the destitute Irish to British North America, and thereby benefit both countries. Peter Robinson, a Canadian, was placed in charge of the expedition. The settlers were conveyed free of cost, and upon landing were given seventy acres of land, provisions for twelve months, seed corn, seed potatoes, and the necessary agricultural instruments. A herd of 182 cattle was placed at the disposal of the colony. After a period of five years the settlers were to pay a small quit rent on their land holding, and the freehold could be obtained by paying an amount equal to the quit rent for twenty years. The total cost of these arrangements to the Imperial Government was £12,593.³ In 1825 Peter Robinson took out a second party, but the Government refused to finance a third one.

With the introduction of the Wakefield plan of immigration,⁴ which shall be discussed at greater length elsewhere, the Government temporarily suspended all assistance to emigrants. A pamphlet was published on the demand of the British House in 1832, stating that there would henceforth be no pecuniary aid or grants of free land to intending settlers in America. However, the pressure of economic conditions in the British Isles soon forced the abandonment of this policy.

¹ Johnson, *Emigration from the United Kingdom to British North America*. P. 11.

² Report on Agricultural Settlements in British Colonies in 1906. P. 327.

³ Report on Emigration, 1826.

⁴ Vide Wakefield "The Art of Colonization."

In 1834 legislation¹ was introduced enabling parishes to mortgage their rates in order to assist those willing to emigrate. A still more progressive step was the placing of immigration agents in the various British ports.

The assistance to immigrants during this period did not come wholly from the Government. Many others, philanthropically inclined, lent aid. They were the forerunners of the large immigration societies, which were soon to play an important part in alleviating conditions in the United Kingdom, and in filling up the empty spaces overseas. Between 1836 and 1837, £70,000 were collected, to which the Government contributed generously, to ease the distress in Scotch agricultural circles. During the famine in Ireland between 1845 and 1856, many of the Irish landlords helped their dispossessed to emigrate to America. The British Government increased the temporary annual grant of £2,000, to aid immigrants upon landing in British North America, to £10,000 in this period of stress.

The year 1852 marked the highest point in the pre-confederation flow to America with 277,134 newcomers. From this year until 1861 there was a continued shrinkage, dropping to 62,471 in the last mentioned year. The demand for men during the Crimean War and Indian Mutiny was the principle cause. From 1861 to 1869 there was a sharp upward trend, reaching to 236,892 in the latter year, and continuing around this figure until after Confederation.

¹ Poor Law Amendment Act. 7 and 8 Vic. c. 101.

CHAPTER II

THE SETTLEMENT OF WESTERN CANADA WITH SPECIAL REFERENCE TO HOMESTEAD LANDS

IN 1872 the MacDonald Ministry adopted the United States homestead system of land disposal, which had been used so advantageously in settling the Western States, and introduced it into Western Canada for the purpose of attracting immigrants to this as yet unpeopled portion of the Dominion of Canada. The provisions for making free land grants to intending settlers on this plan were drawn up and embodied in the Land Act of 1872.¹ Section 33 of this Act states that "Any person who is the head of a family, or has attained the age of twenty-one years, shall be entitled to be entered for one-quarter section or less quantity of unappropriated Dominion lands for the purpose of securing a right in respect thereof." The right or patent to the land could be obtained after three years upon the completion of certain tilling and settlement obligations without cost, save an office charge of ten dollars.²

In the same Act,³ provision was made for selecting and setting aside the lands of the Hudson's Bay Company. The arrangements, in detail, were as follows.⁴ "Whereas by article 5 of the terms and conditions in the Deed of Surrender from the Hudson's Bay Company to the Crown, the said Company is entitled to one-twentieth of the lands surveyed into townships in a certain portion of the territory surrendered, described and designated as the "Fertile Belt;" and whereas by the terms of the said Deed, the right to claim the said one-twentieth is extended over the period of fifty years, and it is provided that the land comprising the same shall be determined by lot; and whereas the said Company and the Government of the Dominion have mutually agreed that with a view to equitable distribution throughout the territory described, of the said one-twentieth of land, and in order further to simplify the setting apart thereof, certain sections or parts of sections, alike in numbers and position in each township throughout the said territory, shall, as the townships are surveyed, be set apart and designated to meet and cover such one-twentieth ;

¹ 35th Victoria. Cap. 23.

² Ibid. Sec. 33.

³ 35th Victoria. Cap. 23.

⁴ Ibid. Sec. 17.

and, whereas it is found by computation that the said one-twentieth will be exactly met, by allotting in every fifth township two whole sections of six hundred and forty acres each, and in all other townships one section and three quarters of a section each, therefore, in every fifth township in the said territory; that is to say in those townships numbered 5, 10, 15, 20, 25, 30, 35, 40, 45, 50 and so on in regular succession northerly from the International Boundary, the whole of sections Nos. 8 and 26, and in each and every of the townships the whole sections, No. 8 and the south half and northwest quarter of section 26 shall be known and designated as the lands of the said Company."

Further land reservations were made under this Act, as it was deemed "expedient to make provisions in aid of education in Manitoba, and in the North West Territories."¹ Accordingly, sections eleven and twenty-nine in each and every township throughout the extent of the Dominion lands were set apart as an endowment for purposes of education.² Any who did not wish to homestead could purchase untenanted Dominion Lands, other than those reserved, at a dollar per acre. The total purchase price was payable at the time of sale, and no more than six hundred and forty acres, or one section, could be sold to one person.³

Two years later, 1874, the Dominion Land Act was passed, amending the Land Act of 1872. Under these amendments⁴ any person who had attained the age of eighteen years could make entry for a homestead, and the privilege of pre-empting an adjoining quarter section was given to homesteaders. They were, in other words, allowed a three year option on the purchase of an adjoining quarter section, 160 acres, at one dollar per acre. If, on the expiration of their option, they wished to purchase the land, payments could be made on the instalment plan.

Chapter 20 of this Act of 1874 also provided that each half-breed head of a family, resident in the Province on July 15th, 1870, was to receive one hundred and sixty acres of land, or script for one hundred and sixty dollars, receivable in purchase of such lands, and that every white person resident in the Red River Country between the years 1813 and 1835 inclusive, or his or her children, not being half-breeds, was entitled to script for one hundred and sixty dollars.

In the early years the number of homestead entries were disappointingly small, and the percentage of cancellations

¹ 35th Victoria Cap. 23. Sec. 22.

² Ibid. Sec. 19.

³ 37th Victoria. Chap. 20.

⁴ Ibid. Sec. 8.

ran high. The total entries to date on October 31st, 1874, were 1,376, of which 890 were subsequently cancelled.¹ In 1875 there were 499 entries, and 153 cancellations; in 1877, 845 entries and 463 cancellations.²

The paucity of homestead entries and the lack of immigration to the West when compared with the number of immigrants coming to Canada, over 25,000 each year during this period,³ was due mainly to two factors—the lack of adequate transportation facilities, and the counter attraction of the more prosperous United States. The immigrant wishing to proceed to the Northwest had a choice of two routes, both long and arduous, and the Canadian one was the least inviting of the two. Those who desired to take the American route could either go by rail to Chicago and St. Paul, or by water to Duluth, thence by rail to the Red River, and from there by boat or stage to Fort Garry. During this journey, immigrants were constantly subject to American immigration propaganda, and many never completed their trip. The Canadian route was more strenuous. A boat could be taken from Sarnia or Collingwood to Fort William, at the head of the Great Lakes, from whence the Dawson Trail was followed to Shebandowan Lake, and then to the Lake of the Woods. From there it was a 450 mile journey by cart and boat to Winnipeg.

The completion of the railroad from Minneapolis and St. Paul to Winnipeg in 1878 was a step towards the solution of this transportation problem; whilst formerly it took twelve days to go from St. Paul to Winnipeg, it now took but three. With this easier outlet the price of wheat rose from fifty to seventy-five cents per bushel. The number of immigrants increased greatly, and homestead entries during 1879 totalled 4,068.⁴ Unhappily, fifty per cent of these homestead entries were subsequently cancelled.⁵

From the beginning of the seventies, plans for the building of a trans-continental railroad to link up the East and West of Canada, and to carry out the promise made to British Columbia when she entered into Confederation⁶ in 1871, occupied much of the attention of the Leaders of the Federal Government. It was thought that the project could be financed, at least in part, through the sales of Western lands, and this assumption

¹ Report by Professor Mavor, 1904. P. 29.

² Ibid.

³ Report of Department of Agriculture. Sessional Papers Nos. 6 and 7, Ottawa, 1891 and 1892.

⁴ Report of Professor Mavor, 1904. P. 29.

⁵ Ibid.

⁶ Order in Council respecting the Province of British Columbia Statutes of Canada, 1872. P. LXXXVIII, Article 2.

influenced the Government's Western land policy throughout the next decade.

In 1879 it was decided to set aside 100,000,000 acres of Western land to be sold at no less than two dollars per acre, the returns to be put into a railway building fund. In July of that year the land for 110 miles on each side of the proposed railway line was divided into five belts of five, fifteen, twenty, twenty, and fifty miles each. All the land in the five mile belt was to be held for sale. In the other belts all the land was to be held for sale with the exception of eight sections in each township, which were set aside in lots of 80 acres for homesteads and pre-emptions. The price of pre-emption lands varied from one to two dollars and a half an acre, depending upon their proximity to the proposed railway line. The storm of protest which this aroused forced the Government to make revisions. In October it was decided to open all five belts for homesteads in the prescribed townships. The size of a homestead was again increased to one hundred and sixty acres, or a quarter section.

In the following year, 1880, the Federal Government entered into a contract¹ with the Canadian Pacific Railway Syndicate, as it was then called, for the building of a trans-Canada railway. A further change in the land policy was the result.

Under the terms of the above-mentioned contract the Government was to give to the Syndicate a cash subsidy of twenty-five million dollars, and a free land grant of twenty-five million acres.² It was thought that the sale of the remaining seventy-five million acres of the hundred million set aside in 1879 would reimburse the State for its cash subsidy, and for the direct expenditures incurred on those parts of the railway already constructed. Alternate sections in a belt twenty-four miles wide on each of the surveyed railway lines were reserved for the railroad grant, and the even numbered sections for homesteads. Elsewhere the even numbered sections were opened for homesteads and pre-emption entry, as in the twenty-four mile belt, but the odd numbered sections were to be held for sale.

In order to further encourage settlement in Western Canada, provision was made in the land regulations of January 1st, 1882,³ for the formation of colonizing companies. Any person, or company of persons, who could satisfy the Government of

¹ Contract reprinted in 'Innis' "A History of the Canadian Pacific Railway." Appendix B.

² 44th Victoria. Chap. 1. Sec. 3. 1881.

³ Reprinted in Macoun's "History of the Great North-West." P. 670.

its good faith and ability to fulfil the requirements could obtain a tract of unoccupied Dominion land for purposes of colonization, provided such land was not within twenty-four miles of the main line, or any branch line of the Canadian Pacific Railway, or within twenty miles of any other projected line of railway. The even numbered sections within such tracts were to be held for homestead and pre-emption as elsewhere; but the odd numbered could be purchased by the Company at two dollars per acre, with the payments payable in five equal annual installments. Upon all overdue payments interest at six per cent was to be charged.

The colonizing companies were to settle the land they received by placing two settlers upon each odd numbered section, and two settlers upon each of the free homestead sections within five years. Upon the fulfilment of these obligations they were to be entitled to a rebate of one hundred and twenty dollars for each bona fide settler, and to a further rebate of a sufficient amount of money to reduce the price of the land purchased to one dollar per acre.

To encourage settlement by those who desired to cultivate larger farms than could be purchased where the regulations demanded that two settlers be placed on each section, a second colonization plan was incorporated in the land regulations of 1882. Under this plan colonizing companies needed only to place one hundred and twenty-eight bona fide settlers in each township within five years. The companies were to pay two dollars per acre for the land, but upon fulfilment of their contract were to be entitled to a rebate of one-half of the purchase price of their tract.

In the beginning the schemes seemed assured of success. Colonizing companies were formed throughout the whole country. Mr. A. M. Burgess, then Deputy Minister of the Interior, in his report for the year 1883 stated that¹ "There are at present 26 of these companies (Colonizing companies) fully organized and in operation, to whom grants have been made. Under Plan Number One—affecting 2,973,978 acres of land, one-half of which area—the even numbered sections—is of course open to homestead and pre-emption entry." He also stated that the efforts of these companies² "to promote the settlement of the lands in their several tracts have been successful to a gratifying extent."

The success of these companies, however, was short lived. Most of them proved financial failures, and none succeeded in placing any considerable number of permanent settlers upon

¹ Sessional Paper No. 12, 188.

² Ibid.

their lands. At a meeting of the representatives of most of these companies held in Toronto in 1884, it was decided to petition the Government to cancel their Charters, and to issue patents to them for the land they might fairly be judged to have earned. It was impossible, they claimed, to fulfil the terms of the contract, owing to the competition of the railway companies, the location of their land, and the hostility of the press.

The Government recognized the futility of the scheme, and¹ "By order in Council of the 30th June 1886, the machinery was provided by which the contracts of the various companies might be terminated, and their agreements returned to the Department of the Interior for cancellation."

The majority of the companies were dissolved in 1886, and none remained in operation after 1891. The terms of settlement with the larger of these companies were as follows: The Saskatchewan Land and Homestead Company, which had placed 245 settlers on its reserve of 491,746 acres, and had paid on account for the purchase of their land holdings \$150,000, received title to 119,200 acres and script for \$32,000 applicable in purchase of public lands. The Temperance Colonization Company received in settlement 100,000 acres. The Primitive Methodist Colonization Company 36,600 acres, and the Dominion Lands Colonization Company 56,672 acres and script for \$33,586. The York Farmers' Colonization Company were given 51,358 acres of land; the Touchwood and Qu'Appelle Colonization Company script for 48,300 acres; and the Montreal and Western Land Company 24,586 acres.

In the decade previous to the beginning of construction on the Canadian Pacific Railway the flow of immigration to Canada began, in a limited way, to filter through to Manitoba and the North West Territories. About 1872 a considerable number of Eastern farmers emigrated from the older provinces, and settled in the Red River Valley and Southern Manitoba generally. With the introduction of the homestead system, the added attraction of free land induced many other farmers, for the most part from Ontario, to sell their holdings and move to the West. During this period few Americans crossed the border into Western Canada, but there was some immigration from Europe.

The first European immigrants of importance were the Mennonites, people of Dutch extraction, who emigrated to Germany in the beginning of the seventeenth century, and who, later in the century, re-emigrated to southern Russia. Aided by their co-religionists, who had settled in Waterloo County in

¹ Sessional Paper No. 7, 1887.

Ontario about 1830, they secured from the Dominion Government in 1874 approximately 500,000 acres of land in Western Canada, upon homestead terms, as well as being guaranteed exemption from military service. Their number was estimated at six thousand seven hundred. Many more have since come to this country and in 1901 the Mennonite population of Western Canada was 19,519.¹ Similar community settlements were established two years later, 1876, by a group of Icelanders, who were driven from their island by over-population. The first settlements were at Gimli and Icelandic River, on the west shore of Lake Winnipeg. Later arrivals settled in Glenborough in southern Manitoba. Their total migration during this period probably amounted to two thousand persons.²

In 1881 the combined population of Manitoba and the North West Territories was 118,706,³ or more than double what it was in 1871.⁴ The number of homestead entries made in 1881 was 2,753⁵ and of these but twenty-three per cent were subsequently cancelled. In the following year, 1882, there was a phenomenal increase in the number of homestead entries. Over seven thousand entries were made,⁶ and nearly three million acres of land disposed of through homestead entries, pre-emption, and sale. During the next year homestead entries totalled over six thousand,⁷ but they dropped in 1884 to 3,753,⁸ and in 1885 to 1,858.⁹ During the next three years there was an average of 2,500 entries per year,¹⁰ and in 1889 the number increased to 4,416.¹¹ This increase in the number of homestead entries was due to the much larger immigration into the West at the time.

According to estimates made by Mr. Lowe, then Deputy Minister of Agriculture, 166,403 immigrants came into the North West between 1881 and 1886. These were distributed over the years, as follows :—¹²

Year	Number of Immigrants
1881	22,001
1882	58,751
1883	42,772
1884	20,040
1885	7,240
1886	11,599

¹ Census 1901. Vol. 1. P. 145.

² Those of Icelandic origin in the whole of Canada in 1921 numbered 15,876.

³ Canada Year Book, 1925. P. 83.

⁴ Population in 1871 was 73,228.

⁵ Mavor : Report on North West Canada. P. 25.

⁶ Ibid. ⁷ Ibid. ⁸ Ibid. ⁹ Ibid. ¹⁰ Ibid. ¹¹ Ibid.

¹² Sessional Papers. No. 6. 1890. P. 11.

Most of this immigration can be attributed to the building of the Canadian Pacific Railway, and the period of prosperity concomitant with its construction. Many persons came who had no intention of staying, and who, upon the completion of the railroad in 1886, emigrated elsewhere. This is borne out by the census returns of 1886 in which the total population of Manitoba and the North West Territories is shown as 196,424, or an increase of 77,718 persons only over the population in 1881.

However, the completion of the railway greatly stimulated immigration as well as migration, and a considerable number of British and foreign settlers came into the West and took up land. Farming districts were formed throughout the country, and towns built at various points on the railway line. As a result of this immigration the population of Manitoba and the North West Territories reached 251,473 by 1891.¹

Although this period did not fulfill the hopes of the more optimistic it showed quite an advance over the previous decade. The counter attraction of the Western States of the Republic lying to the south was the biggest obstacle thwarting the more rapid settlement of Western Canada.² Comparatively good lands could still be obtained in these States upon homestead terms. There was a greater certainty of employment in the United States, which attracted many men of limited financial means, who were forced to work out for a while before they could take up land of their own. Exaggerated tales of the rigour of the Western Canadian winters, and the hardships to be undergone deterred many persons.

After 1896 immigration into Western Canada assumed very promising proportions. The United States had become, by this time, a less serious competitor for immigrants. The more fertile homestead areas in the Western States were taken up, and the end of these free land grants was in sight. "Wheat Mining" had exhausted much of the soil of the Western States, which forced the substitution of the growth of coarser grains such as corn and barley. From 1897 the number of immigrant arrivals in Winnipeg increased greatly each year. In 1897 they numbered 10,864; in 1898, 27,857; in 1899, 36,775; in 1900, 21,216; in 1901, 32,005; in 1902, 5,095; and in 1903, 107,401.³

Many others, who entered by the Minneapolis and St. Paul Railway, the Alberta Railway, and by Covered Wagons, were unrecorded. The increase in the number of homestead

¹ Canada Year Book, 1925. P. 83.

² The population of Dakota grew from 135,000 to 510,000 from 1881 to 1891.

³ Mavor. Report on North West Canada, 1904. P. 31.

entries was equally striking. For convenience they are tabulated below.¹

Year Ended	Number of Entries	Number Cancelled	Percentage
December 31, 1897 . .	2,384	608	26
" " 1898 . .	7,848	1,199	25
" " 1899 . .	6,689	1,837	27
June 30, 1900 . .	7,426	2,231	30
" " 1901 . .	8,167	2,629	32
" " 1902 . .	14,673	7,007	48
" " 1903 . .	31,383	7,341	23
" " 1904 . .	26,073	3,715	14

Until 1896 the Federal Government had lavishly granted lands in Western Canada to colonization railroads,² but after that year no further land grants were made, and cash subsidies and bond guarantees took their place. By order in Council the right of pre-emption was withdrawn in 1899, owing to the increased number of homestead entries. The still unclaimed, odd-numbered sections, however, were not thrown open for nearly ten years.

The most striking feature of this wave of immigration into Western Canada, which began in 1897, was the great increase from year to year in the number of United States citizens who came into the country. In 1897 only 712 American citizens immigrated into Western Canada, but in 1901 they numbered 5,197 ; and in 1903, 13,435 ; whilst in 1904 the total immigration from the United States into the whole of Canada, exclusive of returned Canadians,³ was 40,797.⁴

The number of immigrants from European countries and the older provinces of Canada increased very greatly during this period, and likewise from Great Britain. Prior to 1895 a few Scandinavians had settled about Wetaskwin ; Red Deer Lake and Battle River, a few Hungarians in the Qu'Appelle Valley, some French in the Edmonton district, and a group of Mennonites in southern Manitoba. These, however, were insignificant when compared with the numbers which followed. Beginning in 1895 between five and six thousand Bukowinians and Galicians came into the West each year, settling about Beaver Lake, Rosthern and Dauphin. Until 1899 the Government encouraged this immigration by giving bonuses to steam-

¹ Mavor. Report on North West Canada, 1904. P. 25.

² Of these land grants made in Manitoba, Saskatchewan and Alberta, 31,864,074 acres had been handed over to the railways by January 1st, 1926.

³ In 1904 the number of returned Canadians from the United States was 4,432.

⁴ Mavor. Report on North West Canada, 1904. P. 31.

ship companies. In July of that year this aid was withdrawn, but the stream of immigrants continued to come to the West. A reserve of approximately 320,000 acres was set aside by the Dominion Government in 1899 for a group of Doukhobors, a Russian peasant sect. This reserve they settled very rapidly, and a further grant of 30,000 acres was given to them. In 1903 three European countries alone, Austria-Hungary, Germany and Scandinavia, each contributed over twelve thousand immigrants to Western Canada.¹

From the eastern provinces of Canada the number of immigrants in 1897 were 2,373 ; in 1898, 13,112 ; in 1899, 11,591 ; in 1900, 8,423 ; in 1901, 8,604 ; in 1902, 12,530 ; and in 1903, 17,286.² The immigrants from Britain were less than from the Eastern Provinces. In 1897 they totalled 1,793 ; in 1898, 4,170 ; in 1899, 3,316 ; in 1900, 2,119 ; in 1901, 4,294 ; in 1902, 10,755 ; and in 1903, 28,337.³ The number that each country in the British Isles sent during each year was as follows :—⁴

	1897	1898	1899	1900	1901	1902	1903
England.....	1,519	3,203	2,793	1,563	2,892	6,279	19,892
Wales.....			40	34	70	386	445
Scotland.....	205	701	613	333	992	2,903	5,525
Ireland.....	69	266	270	189	340	1,187	3,475

Owing to the great increase in population in the southern portion of the old North West Territories, it was decided to make two provinces out of this more settled region. Accordingly on September 1st, 1905, the two Provinces of Saskatchewan and Alberta were formed out of the land lying between the International boundary and the sixtieth parallel of latitude, and between the boundaries of the Provinces of Manitoba and British Columbia.⁵ The control of the public lands in these two provinces remained, as before, in the hands of the Federal Government, and the new Governments received a per capita grant in lieu of them. A census of these two provinces and Manitoba was made in June 1906. The combined population of these three Provinces, North West Canada, was found to be 898,863 persons.⁶

Owing to the increased number of homestead entries since 1897 the still unclaimed odd numbered sections were thrown open in 1907. The pre-emption system, which had been discarded

¹ Mavor. Report on North West Canada. 1904. P. 31.

² Ibid.

³ Ibid.

⁴ Ibid.

⁵ 4-5 Edward. Chaps. 3 and 42.

⁶ Canada Year Book, 1906. P. XXVI.

in 1899, was re-instated, entitling any homesteader who had not previously received a pre-emption, to claim an adjoining quarter section upon the payment of three dollars per acre, and the fulfilment of the three year tilling requirements. This privilege of pre-empting met with general disfavour, and a year later a compromise was made. The right to take up pre-emptions was restricted to the area between Moosejaw, Battleford, and Calgary, where the practice of summer fallowing required a larger acreage.

From 1905 to the beginning of the War was a period of unrivalled prosperity in Western Canada. The flow of immigrants has never since been surpassed. It increased from 75,000 to 90,000 between 1905 and 1906, and during the four years, 1911, 1912, 1913 and 1914, never fell below 120,000.¹ By 1916² the population of the Prairie Provinces had increased to 1,278,708, or 305 per cent, since the beginning of the century; 889,357, or 110 per cent, during the ten years 1906 to 1916, and 369,495, or 28 per cent, during the five years 1910 to 1916.

Likewise, the number of homestead entries during this period has never been equalled in the whole history of Western Canada. In 1911 the amount of land granted in homesteads and pre-emptions was double that of 1905. The following table³ shows the number of entries made each year.

Calendar Year	Number of Homestead Entries in the Prairie Provinces
1905	30,819
1906	42,012
1907	29,217
1908	38,119
1909	36,787
1910	48,023
1911	38,585
1912	35,226
1913	29,634
1914	24,726
1915	17,046
1916	12,304

The beginning of the War in August, 1914, checked this extensive immigration. Immigrant arrivals in Western Canada in 1916 numbered only 16,052,⁴ as compared with 151,180 in

¹ Canada Year Book, 1920. P.P. 123-24.

² Population of the Prairie Provinces in 1916 was 1,698,220.

³ Compiled from Annual Reports of the Department of the Interior.

⁴ Canada Year Book, 1925. P. 178.

1913.¹ Immigration into Canada dwindled from 384,878 in 1914 to 57,702 in 1918. With the expansion of business after the War immigration into the Prairie Provinces reached 45,674,² but during the succeeding depression in the years 1922 and 1923 it dropped to about one-half this figure. The improvement in business conditions in 1924 led to increased immigration to Western Canada, 45,081³ persons in all, but during 1925 and 1926 there was a drop of almost 20 per cent.

The decreased immigration was reflected in the number of homestead entries.⁴ The combined entries for the years between 1917 and 1923 did not equal those made during the year 1905 alone, whilst the privilege of filing on pre-emptions had been withdrawn in 1918 by Order in Council, and confirmed by the Statutes⁵ of that year.

During the years 1924 and 1925 there was little improvement, but in 1926 fully sixty per cent more entries were made than in the previous year, and nearly one million acres of land were disposed of in Western Canada.

According to figures supplied by the Department of the Interior, the total number of acres within the surveyed area of Manitoba, Saskatchewan and Alberta on January 1st, 1926, was 199,130,280, of which 24,774,000 acres were available for homestead entry. The remainder had been disposed of as shown below:—⁶

Area under homesteads (including military homesteads)	55,392,500
Area under pre-emptions, purchased homesteads, sales, half-breed scrip, bounty grants, special grants, etc.	14,889,700

¹ Canada Year Book, 1925. P. 178.

² Immigration into Western Canada during 1920 and 1921 was 45,674 and 43,822 respectively.

³ Canada Year Book, 1925. P. 178.

Calendar Year	Number of Homestead Entries in Prairie Provinces
1917	8,559
1918	4,309
1919	6,513
1920	5,315
1921	7,102
1922	5,164
1923	3,615
1924	3,589
1925	3,694
1926	5,880

Compiled from Reports of Department of the Interior.

⁵ 8 and 9 Geo. V. Chap. 19. Sec. 28.

⁶ Annual Report of the Department of the Interior for 1926. P. 28.

Area granted to railway companies.....	31,864,074
Area granted to Hudson's Bay Company.....	6,870,500
Area of School Land Endowment (1/18 of area surveyed in sections).....	9,341,300
Area sold subject to reclamation by drainage....	177,808
Area sold under irrigation system.....	1,064,440
Area under timber berths (leased).....	2,855,700
Area under grazing leases.....	5,721,900
Area of forest reserves and parks.....	25,261,700
Area reserved for forestry purposes (inside surveyed tract).....	4,253,500
Area of road allowances.....	3,734,228
Area of parish and river lots.....	711,482
Area of Indian reserves.....	2,936,990
Area of Indian reserves surrendered.....	820,718
Area of Water-covered lands (inside surveyed tract).....	8,459,740
Area disposed of.....	24,774,000

Total area within surveyed tract..... 199,130,280

In addition to the 24,774,000 acres of land open for homestead entry in the surveyed area, there are large tracts of land in the northern part of these provinces which are as yet unsurveyed. The total area of this unsurveyed tract is 286,512,600 acres, of which 22,396,060 acres are covered with water.

Under the present Dominion land regulations every person who is the sole head of a family, and every male who has attained the age of 18 years and is a British subject, or declares his intention to become a British subject, is entitled to apply for entry for a homestead. To obtain the patent or title to such homesteads, a settler must reside upon his homestead for at least six months in each of the three years, must erect a habitable house thereon, and must break 30 acres of his holding and crop 20.

Lands in Saskatchewan and Alberta, south of township 16, are open only for homestead entry by actual residents in the vicinity of the land applied for.

CHAPTER III.

A DESCRIPTION OF WESTERN CANADA

THE Canadian Northwest shall, for the purpose of this thesis, be considered as embracing that vast alluvial plain, drained principally by the McKenzie and Saskatchewan river systems, which lies in western British North America ; and which is bounded to the south by the forty-ninth parallel of latitude, the International boundary separating Canada and the United States, to the north by the sixtieth parallel of latitude, to the west by the Rocky Mountains, and to the east by the Province of Ontario. No mention will be made of the land lying north of the sixtieth parallel, now officially known as the North West Territories,¹ as its potentialities are as yet only indefinitely known.

The total area of this far-stretching Canada West is 758,817 ² square miles, which is more than the combined area of France, Germany, Spain and Italy. It has a land area of over 466,000,000 acres, whilst its inhabitants number only 2,141,100 ³ according to estimates made on June 1st, 1925. This is less than three persons to each square mile. The total land area surveyed on January 1st, 1926, was approximately 191,000,000 acres,⁴ and that undisposed of slightly less than 25,000,000 acres,⁵ or more than the total wheat acreage of 1924 ⁶ in the Prairie Province, which produced 95 per cent of Canada's wheat crop. In 1921, the last year for which reliable statistics can be obtained, out of 215,291,000 acres of possible farm land 40.8% was occupied and 59.2% still available.⁷ The area of available farm land has not appreciably diminished since that time.

Western Canada has been aptly termed "The Granary of the World." Its climate and soil is especially suited to the growth of cereals. Upon its plains is produced the finest wheat grown throughout the world. The dry springs and falls allow ample time for seeding and reaping, the warm and abundant

¹ The North West Territories at one time embraced the whole of western and central British North America.

² Canada Year Book 1925. P. 5.

³ Ibid. P. 93.

⁴ Annual Report of the Dept. of the Interior for 1926. P. 28.

⁵ Ibid.

⁶ The total wheat acreage in the Prairie Province in 1924 was 21,066,221.

⁷ The Financial Post Survey 1927. P. 53.

sunshine during the summer months promotes fast growth and quick ripening, and the rainfall during the growing and filling period is sufficient to supply the necessary moisture. The soil, a rich, clay, sandy loam, is very fertile. Black or chocolate in colour it ranges from one to two feet in depth. Below this is the subsoil, generally composed of clay. Wheat yields alone for the years 1924, 1925 and 1926 were 235,694,000, 382,999,000, and 381,284,000 bushels respectively, realizing the farmers of Western Canada \$285,821,000.00, \$431,959,360.00, and \$494,669,200.00 in each of the above mentioned years.¹ The total revenue from agriculture for the year 1926 was 732,372,120 dollars,² which includes the returns from all field crops, livestock, dairy products, fruits and vegetables, and poultry and eggs.

Most characteristic of Western Canada is its Prairie land. This immense stretch of treeless land is covered with a thick growth of grass, and is level or slightly rolling, with the monotony broken by a few low scattered hills, and by occasional deep valleys, the cradles of the rivers. It begins at the Red River where it is fifty miles wide. As you proceed westward this strip of prairie gradually increases in breadth until the Rocky Mountains are reached, where it is about two hundred miles in width. This area has long been known as the "fertile belt." To the north of the prairies the land is much the same except for scattered groups of trees, which give it a park-like appearance, and has led to it being called the "Park Country." Proceeding northward the groups of trees become more numerous and larger, until forests of merchantable timber are reached. The agricultural possibilities of this northern region were practically unknown until recent years. It is of almost equal fertility with the prairies, although the soil is somewhat sandier and lighter. Major Ernest J. Chambers, in his book "The Unexploited West" conclusively proves the suitability of this country for farming, and the rich rewards awaiting those willing to make the attempt.

For purposes of government the Canadian North-West is divided into three provinces, Manitoba, Saskatchewan and Alberta, which are generally known as the Prairie Provinces. Manitoba is the most easterly of the three provinces. It is bounded on the west by the Province of Saskatchewan, on the east by the Province of Ontario, on the north by the North-West Territories, and on the south by the State of North Dakota. It is the fifth largest province in the Dominion, with a total land and water area of 251,832 ³ square miles. The area

¹ The Financial Post Survey 1927. P. 46.

² Ibid. P. 33.

³ Canada Year Book 1925. P. 5.

previous to the additions made in 1912 was 73,732 square miles. As constituted today, the land area alone comprises 231,926 ¹ square miles. The estimated population of Manitoba on June 1st, 1925, was 656,400.²

The topographical features of the Province of Manitoba, like the topographical features of the other two prairie provinces, are not pronounced. More than three quarters of its total area, including the basins of its two largest bodies of water, Lake Winnipeg and Lake Manitoba, each comprising approximately 9,460 and 1,775 square miles respectively, is at a level of less than one thousand feet above the sea. The land falls into three plains or steppes.

The first and lowest of these three plains is eight hundred feet above sea level. It extends westward from the eastern border of the province to the ridges of the Porcupine, Duck, Riding and Pembina mountains, and includes the Winnipeg group of lakes. This plain was probably the bed of the pre-historic Lake Agassiz, a great inland sea which at one time covered the whole of this part of North America, and the exceptional fertility of the soil is due, undoubtedly, to the deposits of silt and clay which remained after the lake had drained away and over which there is now several feet of black vegetable mould. The second prairie steppe extends westward from the limits of the first, the ridges of the Porcupine, Riding, Duck and Pembina hills, into Saskatchewan, and includes a considerable part of southwestern Manitoba. The northern part of the province makes up the third plain, and is fairly heavily wooded. The soil of the two last mentioned plains is light, clay, loam, suitable to the production of large crops in a minimum amount of time.

The Province of Saskatchewan lies between the Provinces of Alberta and Manitoba, the former being on the west side, the latter on the east. To the north are the North West Territories, and to the south are the States of North Dakota and Montana. This province is 760 miles in length with a southern boundary of 393 miles, and a northern one of 277. It embraces a total area of 251,700 ³ square miles, or nearly three times that of England, Scotland and Wales combined, with a population of only 883,000 ⁴ persons, as estimated on June 1st, 1925.

Saskatchewan is predominately an agricultural province. On its plains is grown considerably more than one-half of the wheat produced in Canada. The average wheat yield per acre

¹ Canada Year Book 1925. P. 5.

² Ibid. P. 93.

³ Ibid. P. 5.

⁴ Ibid. P. 3.

for 1922 was 20.3 bushels ; for 1923, 21.3 bushels ; for 1924, 10.2 bushels, and for 1925, 18.5 bushels.¹ The entire area sown to wheat is slightly more than 13,000,000 acres, or about one-fifth of the total area suitable for grain growing.² It was estimated in 1921 that but 47.1 per cent of the total possible farm land was occupied.³ Conditions in Saskatchewan are just as favourable for the raising of livestock of all kinds as they are for grain growing, and since the close of the War a great impetus has been given to mixed farming.

From the southern boundary stretching northward to the City of Saskatoon is typical prairie land. Flat or gently rolling, it is covered with a thick growth of grass, or where cultivated, shows a dark rich soil. Here and there are small elevations, such as Moose Mountain, Wood Mountain, the Cypress Hills and the Sand Hills, which follow along the South Saskatchewan River. North of Saskatoon is a mixed prairie and woodland district, extending to the Swan River on the eastern border, and from there in a north-westerly direction through Prince Albert. This also makes the southern boundary of Saskatchewan's great northern forest, which reached northward to the head of Lake Reindeer and the southern part of Lake Athabasca.

Central Saskatchewan is drained principally by the north and south branches of the Saskatchewan River, which join just east of the City of Prince Albert, and flow into Lake Winnipeg. Further north is the McKenzie River system, which drains an area of about 115,500 square miles. It carries its waters to the Arctic Ocean. In the southern part of the province are two small, slow streams, the Qu'Appelle, which is about 270 miles in length, and the Souris, which is about 240. These wind southward to the Mississippi system. The large lakes are confined to the north of the province. The largest of these are Lake Athabasca, with an area of 2,842 square miles, Lake Reindeer which covers 2,437 square miles, and Lake Woolaston which covers 906 square miles. In the southern part of the province, are numerous small lakes. Among these are the Qu'Appelle Lakes, Last Mountain Lake, Lake Manitou, Lake Johnson, Cree Lake, Long Lake, Big and Little Quill Lake, Buffalo Lake and Lake Chaplin.

The most westerly of the Prairie Provinces is Alberta. It is bordered on the west by the Province of British Columbia, on the east by the Province of Saskatchewan, and stretches northward from the International boundary, the dividing line

¹ Compiled from Government Statistics. Vide Canada Year Book for years mentioned.

² Canada Year Book 1925. P. 221.

³ Financial Post Survey 1927. P. 53.

between Canada and the United States, to the sixtieth parallel of latitude. It has an area greater than that of any country in Europe, with the exception of Russia, and more than twice the combined area of Great Britain and Ireland. The total land area of Alberta is 252,925 square miles, and that covered by water 2,360.¹ Of this total land area of 161,872,000 acres approximately 100,000,000 acres are accounted possible farm lands,² the remainder being in the mountainous district of the Canadian Rockies and the adjoining foothills. The total surveyed area on January 1st, 1926, was 87,829,274 acres, and of this there remained undisposed of on the same date 16,800,000 acres,³ or 19 per cent. According to Government statistics less than thirteen per cent of the land available for cultivation has been brought under the plow.

The average wheat yield in this province for the five years, 1919 to 1923, was 15.1 bushels per acre, and that of oats during the same period 30.7.⁴ As a mixed farming country it is unsurpassed. Long before grain was grown on its plains it was famous as a ranching country. In 1924 the number of horses in the province numbered 861,537, the number of milch cows 433,528, and the number of other cattle 1,188,468. Aside from its greatest natural resources, its immense area of fertile farm land, there are others worthy of mention, especially the forest and mines within its boundaries. 5,189,729 tons of coal were mined in Alberta in 1924,⁵ and the probable reserve is estimated at 12,700 millions of tons.⁶ Forest production for the year 1924 amounted to the equivalent of 59,649,950 cubic feet.⁷

Alberta has the most varied topography of any of the prairie provinces, ranging from vast, treeless prairies to the glorious stretch of Rocky Mountains on its western border. Aside from the mountainous area, however, the remainder of the province can be conveniently divided into three districts or sections corresponding to those of the other two Prairie Provinces. The first of these sections, or the southern section, begins at the International boundary, and extends to the north one hundred miles beyond the City of Calgary. This is the basin of the South Saskatchewan River and its tributaries, and at one time was used almost exclusively for ranching. The mildness of the winters made the housing of livestock during this period of the year unnecessary, and allowed year round grazing. However, since the introduction of irrigation

¹ Canada Year Book 1925. P. 5.

² Financial Post Survey, 1927. P. 53.

³ Annual Report of the Department of the Interior 1926. P. 28.

⁴ Canada Year Book 1925. P. 223.

⁵ Ibid. P. 377.

⁶ Ibid. P. 376.

⁷ Financial Post Survey, 1927. P. 91.

in the more arid districts, farming has been found to be most profitable on its fertile soil. The central section consists of the basin of the North Saskatchewan River, which lies north of the Red Deer River, and extends to the height of land running diagonally across the province sixty miles north of Edmonton. This country is very fertile, park-like in appearance, and similar to that district in Saskatchewan north of Saskatoon. The basin of the McKenzie River system, which lies in the northern part of the province, constitutes the third and last section. It is fairly well wooded and forms the basis of Alberta's lumbering industry.

Of special interest in Northern Alberta is the Peace River Country, often termed the last West, owing to its wide stretches of virgin, fertile, agricultural lands. It lies west of the 114th meridian and north of the 57th parallel of latitude, and has an area of about 31,550 square miles.¹ The total area with soil suited to agriculture is estimated at not less than 23,500 square miles.² Very little of this land is now occupied, owing to its remoteness and the former inadequacy of transportation, and, to no less an extent, the necessity of awaiting the development of the areas to the south of it. Its climate is as suitable to grain growing as any part of western Canada. All crops that can be grown in the south of the Province can also be grown here. The realization of its possibilities is attested by the rapid increase of late years in the acreage under cultivation. In 1906 this acreage was less than five hundred, while at the present time it is reported as approximately two hundred thousand.

Over a country stretching from the ninety-fifth to the one hundred and twentieth meridian, from the forty-fifth to the sixtieth parallels of latitude, a certain diversification of climate is to be expected, but in Western Canada this diversification is not marked. Little real difference in climate will be found between the three Prairie Provinces, or from place to place within the provinces. This similarity is most striking in summer. During this period of the year there is a high and even distribution of heat over the whole area, the isotherms do not follow the parallels of latitude but run nearly north-west and south-east. The same average summer temperature, 55 degrees fahrenheit, is found in the McKenzie River Valley, latitude 60, and about the Lake of the Woods, latitude 50. This peculiarity makes the northern part of the Prairie Provinces much more valuable than would be expected.

In a country so strictly continental there are, necessarily, extremes in temperature. Occasionally in the month of July

¹ Chambers "The Unexploited West." P. 146.

² Ibid. P. 159.

the temperature will rise to nearly 100 degrees fahrenheit, and in January drop as low as minus thirty-five. However, neither the heat nor the cold, even at these extremes, is oppressive, owing to the dryness of the atmosphere. The warm days of summer are invariably followed by cool nights. The bright sunshine in the winter alleviates the cold, and makes the air crisp and exhilarating.

Summer generally sets in during May and continues throughout June, July, August, and the first half of September. The mean daily maximum temperature during July for Fort Vermillion, in northern Alberta, is 75.2 degrees ; for Edmonton, in Central Alberta, 73.7 degrees ; and for Calgary, further to the south, 75 degrees.¹ Two stations in Saskatchewan, Prince Albert and Fort Qu'Appelle, show 74.2 degrees and 75.9 degrees respectively, and Winnipeg in Manitoba 78.1 degrees.² With the beginning of autumn, in the month of September, there is a drop of ten degrees in the average daily maximum temperature from that of July and August. In October there is another drop of ten degrees below that of September. The temperature drops still further in November, about twenty degrees below that of October, and winter sets in during the latter part of the month. The temperature during December ranges from five to twelve degrees lower than in November. The coldest month of the year is January, with a further drop of five to twelve degrees below November. February marks the beginning of the upward swing. The temperature ranges from four to twelve degrees higher than in January. March is still warmer than February with a temperature ranging from one to fifteen degrees higher. April marks the beginning of spring, and throughout May and June the weather is warm and pleasant.

The Province of Manitoba has the greatest average annual precipitation of the three Prairie Provinces, approximately twenty inches. The average annual precipitation in Alberta and Saskatchewan is 16.1 and 16.75 respectively, or almost four inches less than Manitoba. The following is the annual average rainfall in inches, over a period of thirty years, at certain stations throughout Western Canada :—³

Edmonton, Alberta . . .	13.42 inches
Medicine Hat " . . .	11.50 "
Qu'Appelle, Saskatchewan . .	13.42 "
Prince Albert : " . .	11.13 "
Winnipeg, Manitoba . . .	15.37 "

¹ Canada Year Book 1925. P. 42-44.

² Ibid.

³ Ibid.

The manner in which this rainfall is distributed over the months of the year is very important in Western Canada, as it is needed most from May to August to supply moisture for the growing crops.. That the greater part of it does fall in the months during which it is most needed is shown by the table given below.¹

STATIONS :

Month	Edmonton	Qu'Appelle	Prince Albert	Winnipeg
May	1.73 Inches	2.40 Inches	1.34 Inches	2.06 Inches
June	3.26 "	3.69 "	2.67 "	3.03 "
July	3.56 "	2.84 "	2.31 "	3.25 "
August	2.47 "	2.04 "	2.31 "	3.18 "
Totals	11.02 "	10.97 "	8.63 "	11.52 "

That there is sufficient precipitation from year to year in Western Canada to insure the successful production of grain throughout its length and breadth is best borne out by the statistics of the average wheat yields in the three Prairie Provinces for the past five years. The average yield per acre of spring wheat in Manitoba for the four years 1922 to 1925 was 16.5 ; and for 1926, 22.6 ; in Saskatchewan 17.5 for the four years 1922 to 1925, and for 1926, 16.2 ; in Alberta 16.8 for the four years 1922 to 1925, and for 1926, 18.5.² These figures are most interesting when compared with the average wheat yields in the United States. The average wheat yield per acre in the United States for 1924 was 16.1; for 1925, 12.9; and for 1926, 10.5.³

The semiarid region of the Canadian West is confined to that district which lies in southwestern Alberta and Saskatchewan, and which "is bounded on the south by the International boundary, on the east and north by a line commencing at the intersection of longitude West 102 degrees with the International Boundary, and running from thence north-westerly to latitude 51 degrees 30', and thence west to the Rocky Mountains." ⁴ It contains about 80,000 square miles or upwards of 50,000,000 acres.⁵ The introduction of extensive irrigation projects by the Canadian Pacific Railway Company, and of smaller ones by farmers' co-operative associations, has turned much of this country into the most profitable farm land in Canada. Statistics compiled by the Lethbridge Northern

¹ Canada Year Book. P. 42-44.

² Monthly Bulletin of Agricultural Statistics. Vol. 20. No. 221. P. 14-19.

³ Ibid. Vol. 19. No. 220. P. 396.

⁴ Dennis, J. S., General Report on Irrigation and Canadian Irrigation Surveys, 1894, Ottawa, 1895.

⁵ Ibid.

Irrigation District, a co-operative project, show that in the first year of operation, 1924, the per area value of the soil products was \$16.19, and in 1925 \$27.43.

The system of survey in use in Western Canada was adopted from the Western States of the American Republic. Prior to the acquisition of this territory by the Canadian Government in 1869 from the Hudson's Bay Company there was no regular system of survey. Plots were staked out in the river frontage fashion characteristic of the older Provinces of Ontario and Quebec, with the usual vagueness of boundaries and openings for dispute. When the country was taken over by the Government these narrow, river, lot surveys were recognized and made legal, but the block system of survey was used thereafter.

In this system of survey the land is divided into sections, one mile square, containing six-hundred and forty acres. Each section is again divided into four equal parts, quarter sections, which are designated by reference to the four cardinal points of the compass. Thirty-six sections constitute a township. It is six miles square. The sections within a township are numbered from the right hand bottom corner across the bottom and back again, as shown in the diagram below.

TOWNSHIP 23

RANGE 13	31	32	33	34	35	36	RANGE 11				
	30	29	<table><tr><td>N.W. ¼</td><td>N.E. ¼</td></tr><tr><td>S.W. ¼</td><td>S.E. ¼</td></tr></table>	N.W. ¼	N.E. ¼	S.W. ¼		S.E. ¼	27	26	25
	N.W. ¼	N.E. ¼									
	S.W. ¼	S.E. ¼									
	19	20	TOWNSHIP 22 RANGE 12		23	24					
18	17	16	15	14	13						
7	8	9	10	11	12						
6	5	4	3	2	1						

TOWNSHIP 21

Double lines denote road allowances

The first survey was begun at the International Boundary, and the first principle meridian established at longitude West 97 degrees 30', near Winnipeg. The ranges, rows of townships running north and south, were numbered east and west from the principle meridian, whilst the townships within a range were numbered north from the International Boundary. Due provision was made for road allowances, and for the narrowing of the meridian lines as they ran north, owing to the curvature of the earth.

The task of surveying the north-west was begun in 1869, but owing to the outbreak of the Riel Rebellion little was accomplished. After this uprising was quelled the survey was again undertaken by the Government. By 1872, 1,156,654 acres of land lying within the Province of Manitoba were surveyed. The whole of what then constituted the Province of Manitoba, and a part of the adjoining territories was surveyed by the Autumn of 1873. The first homestead patents were issued in this year, forty-six in all, covering an area of 12,553 acres. From 1873 on a considerable acreage was surveyed each year. 183,918,171 acres, which included most of the prairie land of Western Canada, were laid out into sections and townships by 1912. Since 1912 surveys have been made from time to time as they were needed, in order to lay out lands for incoming settlers. The total surveyed area in the Prairie Province on January 1st, 1926, was 199,130,280 acres.¹

¹ Annual Report of the Department of the Interior for 1926. P. 28.

CHAPTER IV.

ASSISTED IMMIGRATION TO CANADA FROM THE UNITED KINGDOM

ASSISTED emigration from the United Kingdom to British North America began in the nineteenth century. Distress among agriculturalists and unemployment were the chief causes which initiated the movement. Some of the schemes were designed merely to afford assisted passage, whilst others provided for after-care and settlement upon land. The Government, as well as various philanthropic persons and charitable organizations, financed these undertakings.

One of the earliest forms of assisted passage from the United Kingdom to British North America that we have knowledge of was provided by sea captains, who carried destitute persons free in return for the privilege of hiring them out to farmers for a certain number of years.¹ How unsatisfactory this was can be easily understood. The sea captains were interested only in how much they could obtain for their immigrants, and the employers only in how much work they could get out of them in return for their money. This practice was carried on until 1805.

During the first fifteen years of the nineteenth century little or no assistance was available to those wishing to emigrate. The nation being busied with the Napoleonic Wars, little thought was given to emigration. Whatsoever assistance there was came from a few overlords who helped their dispossessed to sail to America. One of the pioneers in this work was Lord Selkirk.² In 1803 he gathered together a band of his thrifty countrymen, from the Highlands of Scotland, and settled them in Prince Edward Island. Undoubtedly, the greater part of the expense involved was borne by Selkirk, personally, as there was no state aid, except for the land grant, and the settlers, themselves, were destitute. The success of this venture lead him to make a further attempt in 1811 to establish a similar colony in the North West of British North America. The trials of this historic colony are too well known to repeat.

In other parts of Scotland, and in parts of Ireland and England, local congestion forced the inhabitants to emigrate.

¹ Gentleman's Magazine. Vol. 65. 1795. P. 760.

² Vide Selkirk Observations of the Present State of the Highlands, 1805.

To many of these people assistance was given by the land owners.¹ During the Irish famine, which began with the failure of the potato crop in 1845, Irish landlords did what they could to assist their starving tenants to emigrate, and private subscriptions were raised throughout the country to supplement the inadequate Government aid.

The report made on colonization in 1889 is retrospective to 1869, the real beginning of the assisted immigration and settlement schemes promoted through sympathy rather than for financial gain. As one of the first in this charitable movement may be mentioned, the Baroness Burdett Coutts.² In 1869 she provided the means whereby a number of Ayrshire weavers might emigrate to America. Although the money was originally intended as a loan, it resulted in a gift, as the recipients did not make a single repayment. It appears that repayment in such cases was the exception and not the rule.

In 1878 Lady Gordon Cathcart succeeded to her estate in the Hebrides only to find many of her tenants in distress. She turned to emigration as a remedy. Under the Dominion Land Act of 1883 anyone who desired to do so could spend £100 upon the settlement of a family in Canada, which had to be returned in full, together with interest at six per cent, before the title of patent was given to the settler. On this plan Lady Gordon settled ten families in Canada in 1883 and fifty-six in 1884.³

Among the more energetic of these philanthropic colonizers was J. H. Tuke, who sent to Canada and the United States between 1882 and 1884 inclusive, almost 10,000 of the poorer Irish.⁴ £20,000 were collected by private subscription, and £44,000 obtained from the Government under clauses in the Arrears of Rent Act of 1882,⁵ and the Tramways Act of 1883⁶ to defray the expenses incurred.

An interesting experiment in assisted settlement, as carried out by Sir J. Rankin in 1885, is related in the Imperial Report on Colonization for 1891. Land was secured at Elkhorn in Manitoba in 1882, and developed by Rankin for three years. He believed that if "ready made" farms were given to immigrants, success would be sure to follow. He bore all the expenses of the preparation of the farms, and the transportation costs of the immigrants. Altogether this totalled about £32,000. In 1825 twenty-five families were chosen with the greatest

¹ Vide Report on Select Committee on Emigration 1826-27.

² Report of Select Committee on Emigration, 1869. P. 59.

³ Report on Colonization, 1890. PP. 217-18.

⁴ Ibid. 1889. P. 108.

⁵ Ibid. 1890. PP. 217-18.

⁶ 45th and 46th Victoria. C. 47. Secs. 18-19.

care, and sent out to settle on these developed farms. It was agreed that one-half of the crop each year was to go to Rankin, and the other half to the settler. The scheme proved a failure, but Sir J. Rankin suffered no losses, and received about two per cent on his money.¹

Assisted immigration by trade unions began in the early forties and continued until the early sixties.² Any unemployed members who desired to emigrate could obtain assistance upon application for such help. The trade unions looked upon emigration as a means of disposing of surplus labour, and keeping wages at their normal level. If this end were achieved the amounts of emigrant benefits were considered a good investment. It was soon found impossible to finance the necessary numbers to achieve this purpose, so the majority of the trade unions abandoned the plan. A few, however, continued to aid their members to emigrate. The London Society of Compositors spent an average of £200 per annum between 1853 and 1869 on emigration, and the Amalgamated Society of Lithographic Printers, as well as a few similar unions, continued to give aid to their unemployed wishing to emigrate.

One of the most important forms of assisted immigration to America has been the so called "semi-assisted" emigration. Settlers in America who had become well established would often send funds to their friends and relatives in Britain that they also might emigrate. It is estimated that in the nineties about 70 per cent of the immigrants to the United States had their passages paid in this way. This form of immigration into Canada, however, never exceeded 5 per cent of the total.³ At present all steamship companies have arrangements whereby passages may be issued to immigrants in Europe, and paid for on this continent by friends or relatives. Many railway and steamship companies make special efforts to obtain this class of business through advertising, specialized departments, and like measures.

Such assisted immigration schemes as have been dealt with up to the present were loosely organized, spasmodic in their attempts, and unequal to the task. None were successful in promoting an appreciable amount of immigration, or in successfully settling a fair average of those who sailed. They were, however, useful in that they showed the immensity of the undertaking, the need of organization, and the need of persistent and systematic efforts if anything of value were to be accomplished. It was not until about 1884, with the begin-

¹ Report on Colonization, 1891. Sec. VII.

² Webb "History of Trade Unionism." P. 184.

³ Canadian Sessional Papers, Vol. 28. No. 9. P. 15.

ning of the formation of charitable emigration societies, that any organization approaching these requisites took shape.

One of the first of these charitable emigration societies was the Self-Help Society, which was formed in 1884. The object of this society was¹ "to assist, by means of grants or information, in emigrating to Canada and other colonies, those likely to make good colonists." Farm labourers and domestic servants, and a reasonable number of good mechanics, such as carpenters and bricklayers, as well as strong, healthy, young men willing to do rough work, were considered eligible for assistance. As the name implies, every immigrant had to contribute, either personally or through friends, towards the cost of his or her immigration. Upon arrival in Canada the Society obtained positions for the immigrants, and supplied food and lodging until such employment was found.

In the Report of the Society for the year 1893, it is shown that from its formation in 1884 to the end of 1893, 4,551 emigrants had been sent out at a cost of £23,707 19s. 4d. for ocean passage and like expenses, of which 73 per cent had been contributed by the emigrants themselves, or those personally interested in them.² By 1905 the total amount spent by this Society since its inception was £47,000, and an average of 400 persons per year had been sent out to the British Possessions, for the most part for agricultural work.³

Many other charitable emigration societies, similar to the Self-Help Society, were formed about the same time. Among these was the Church Army, which sent out many of its emigrants through the Self-Help Society.⁴ This organization demanded that all emigrants undergo an apprenticeship in one of the Army Labour Homes, and then take a course in a special training colony at Newdigate, Surrey, in order to fit them in part, at least, for agricultural work.⁵

There were two large emigration societies formed: The Charity Organization Society and the East End Emigration Fund, who worked in close co-operation. Both demanded that the emigrant have a friend in the Colonies who was willing to procure him a job upon landing. Rigid medical examinations had to be undergone, and certificates as to character had to be obtained. These two organizations were very active from their inception. The combined forces of these two societies sent out 1,138 people to Canada between 1910 and 1911.⁶

¹ Report of Self-Help Emigration Society, 1893. P. 3.

² Ibid. P. 5.

³ Report on Agricultural Settlements in the British Colonies, 1906. PP. 50-52.

⁴ Ibid. Sec. 1260.

⁵ During 1907, 1,500 immigrants were sent out by this society at a total cost of £11,266.

⁶ 30th Annual Report of East End Emigration Fund. PP. 12-13.

Later, about the last of the nineteenth century, the Salvation Army added immigration to their other activities. By 1906 assistance had been extended to no less than 5,000, and financial aid to over 8,000.¹ Of the 5,000 cared for in 1904 and 1905 seventy-six per cent were placed upon farms.² Other societies prominent in this immigration work were the Church Emigration Society, the British Emigration Society, the London Colonization Aid Society, the Jewish Emigration Society, the Liverpool Self-Help Society, the Tunbridge Wells Colonization Association, and the Tower Hamlets Mission Emigration and Colonization Society. Some devoted their efforts solely to women and children, such as the British Womens' Emigration Association and Dr. Barnardo's Homes.

Lack of funds and inadequate support were the chief obstacles which prevented these various societies from engaging more extensively in this work of assisted migration from Britain to her overseas possessions.

So far in this discussion of assisted settlement no mention has been made of the aid granted by the Imperial Government for the furtherance of emigration from the British Isles. Although, cognizant of the need for emigration, and the benefits arising thereof, the British authorities appear to have adhered in general to a policy of "laissez faire" until the beginning of the twentieth century. From time to time committees were appointed to consider the question, and the advisability of assisting emigrants, but the hugeness of the task, and the feeling that it would be unwise to intervene, resulted in the Government restricting its action to making isolated grants in times of emergency, and conferring special power upon local bodies to deal with emigration.

From the reports of the Government debates in the English Hansard it can be concluded that emigration was first given serious attention about 1820 as a possible means of relieving social distress among the unemployed labourers. The Select Committees of 1826 and 1827 were the outcome of these debates, and their reports are the first British documents to deal exclusively with emigration. In the report of the Committee of 1826 it was recommended that emigration to the overseas colonies be encouraged, and in that of 1827, that the Imperial Government provide a loan fund for deserving emigrants. Nothing was done, owing to the lack of funds, and the fear that those assisted upon arrival in Canada would cross over to the United States.

¹ Report of Agricultural Settlements in British Colonies, 1906. Sec. 770.

² Ibid. Sec. 908.

There had been grants made, however, previous to the appointment of the select committees, in the years 1819, 1821, 1823, 1825 and 1827.¹ The first grant, that of 1819, was for £50,000, to assist emigrants to the Cape of Good Hope.² The remainder were voted to settle distressed agricultural workers in Canada as well as in the Cape. The grant of 1821 was for £68,760, of 1823 for £15,000, of 1825 for £30,000, and of 1827 for £20,480, of which £10,000 was reserved for surveys and enquiries in Canada.³

In 1830 an enquiry into the state of the Irish poor was made by a Government Commission. The only permanent solution appeared, in the eyes of the Commissioners, to be assisted emigration on a large scale. Again, nothing further was done by the Government. In 1831 another Government Commission on emigration was appointed.⁴ The members of the Committee deemed it unwise to interfere with a direct grant of money, and contended themselves with publishing information pertaining to the British North American colonies.

The "laissez faire" policy of the Government during this period was due, to quite an extent, to the general acceptance of the views of Edward Gibbon Wakefield.⁵ He opposed Imperial aid, and proposed to cope with the colonization problem by abolishing free land grants in the colonies, and by selling the land at a "sufficient" price, the proceeds to be applied to the promotion of immigration. This, he declared, would lead to more stable development in the colonies, because under the free land grant system immigrants spread themselves over larger acres than they had the capital to cultivate. The principles laid down by him were embodied in the Australian Land Act of 1842. His plan proved a failure, as is shown by the history of the South Australian Company. The difficulty of determining what a "sufficient" price was proved insurmountable.

The first statutory provision to deal with emigration in England was placed upon the books in 1834,⁶ the Poor Law Amendment Act. In this same year the Imperial Parliament voted £1,457 to pay the salaries of immigration agents who were at Liverpool, Bristol, Dublin, Belfast, Cork, Limerick, and Greenock.⁷

¹ Report on Agricultural Settlements in British Columbia 1906. P. 327.

² Ibid.

³ Report on Agricultural Settlements in British Colonies, 1906. P. 327.

⁴ In 1832 the Commission was dissolved and its work handed over to the Colonial Department.

⁵ Vide Wakefield "The Art of Colonization."

⁶ 4 and 5 Will. C. 76. Sec. 62.

⁷ Report on Agricultural Settlements in British Colonies, 1906. P. 327.

Under the provisions of this Poor Law Amendment Act power was conferred upon English parishes to grant aid to those wishing to emigrate. Any ratepayer, so desiring, could now ask the overseer of his parish to call a meeting for the purpose of considering the emigration of a person or persons chargeable to the rates. If the meeting declared itself in favour of such action, the Poor Law Commissioners could be applied to for a loan, who supplied the necessary funds from the treasury. Such loans were to be secured by a mortgage upon the rates. They were repayable by the parish in certain stated instalments, and in no case to exceed one-half of the parish's average yearly rate for the preceding three years. A special emigration rate was to be levied twice a year, March 25th and September 26th.

There were frequent amendments to this Act. Under revisions made in 1844 the emigration fund was to be applied by the Guardians of the Union in place of by the overseers and church wardens of the parish.¹ The Poor Law Relief Act² of 1848 empowered the Guardians to assist in the emigration of persons in poor houses, the cost to be borne by the parishes of the Union in proportion to their rateable value. In the following year further power was conferred upon the Guardians. They were authorized to spend limited sums upon emigration without calling a meeting of the ratepayers. With a view to still further curtailing the direct power of ratepayers and owners of property, and of increasing that of the Guardians, the Union Chargeability Act of 1865³ removed emigration expenses from the list of parish charges, and placed them among those of the Union.

An Act was passed in 1871⁴ establishing The Local Government Board. To this body were handed over all the powers hitherto entrusted to the Poor Law Commissioners and the Poor Law Board. Under this new Act the Board of Guardians had to obtain the sanction of the Local Government Board before granting any assistance to emigrants out of the rates. Neither the Guardians of a Union, nor of any single parish, could expend more than £10 upon an emigrant. Furthermore, no grants were to be made to persons wishing to settle in the United States.

It is interesting to note just how effective those various measures were. Between June 1835 and June 1836, 5,141 adults were emigrated at a cost of £28,414 7s.⁵ In 1837 the number assisted dropped to 752 with a proportionate fall in

¹ 7 and 8 Vict. C. 101. Sec. 29.

² 11 and 12 Vict. C. 110. Sec. 5.

³ 28 and 29 Vict. C. 79.

⁴ 34 and 35 Vict. C. 70.

⁵ Second Poor Law Commissioners Report. P. 574.

the cost. In 1838, 1839 and 1840, they numbered 829, 963, and 675 respectively.¹ The total for the ten years 1836 to 1846² was 14,000 persons at a cost of £90,000. After 1846 the numbers receiving assistance through statutory provisions gradually decreased. Between 1864 and 1865 only 36 persons were given aid.³

The following table⁴ shows the number of persons who received aid from the Local Government Board between 1871 and 1909.

Year	Number of Persons Emigrated
1871	893
1872	718
1873	369
1874	302
1875	108
1876	70
1877	27
1878	23
1879	34
1880	52
1881	173
1882	220
1883	296
1884	196
1885	133
1886	223
1887	369
1888	268
1889	130
1890	72
1891	43
1892	59
1893	38
1894	45
1895	46
1896	21
1897	14

¹ Vide Poor Law Reports for years mentioned.

² The total mean emigration 1836 to 1846 was 18,000 persons.

³ Reprinted from Johnson, Emigration from the United Kingdom. P. 90.

⁴ Vide Annual Report of Poor Law Board, 1865.

Year	Number of Persons Emigrated
1898	12
1899	21
1900	17
1901	21
1902	47
1903	66
1904	77
1905	317
1906	498
1907	467
1908	196
1909	213

In Ireland, also, certain local bodies were given statutory powers to spend money in aid of emigration. Under the provisions of the Poor Law Relief Act of 1838¹ the Poor Law Commissioners, upon the consent of the Guardians of the Union, could call a meeting of the ratepayers to consider the advisability of devoting money towards aiding emigrants. If the majority of the ratepayers were willing the Poor Law Commissioners could direct the Guardians to raise sums, not exceeding a shilling on the pound upon the net value of the rateable property in the district, in aid of emigration. A further amendment in 1843² limited the levy to sixpence upon the pound, and did away with the necessity of calling a meeting of the ratepayers.

The Poor Law Relief Act of 1847³ empowered the Guardians to spend money upon inmates of workhouses. Under this Act, also, one-half of the cost to a landlord of emigrating a destitute tenant could be met by the Board of Guardians. As a result of the famine a further amending Act was passed in 1849⁴ whereby the Guardians could assist emigration, not only with the funds raised for that purpose, but with money arising out of any rate.

No change was made until the Arrears of Rent Act of 1882.⁵ Advances were thenceforth to be made by the Commissioners of Public Works out of the money granted to them for that purpose, and not, as formerly, by the Public Works Loans

¹ 1 and 2 Vict. C. 56. Sec. 51.

² Ibid.

³ 6 and 7 Vict. C. 92. Sec. 18.

⁴ 12 and 13 Vict. C. 104. Sec. 18.

⁵ 45 and 46 Vict. C. 47. Secs. 18-19.

Commission. All advances were to bear interest at $3\frac{1}{2}$ per cent. per annum, and were repayable in not less than fifteen nor more than thirty years.

Few reliable figures are available as to the number of Irish emigrants, who received aid under statutory provision, prior to 1847, but it does not appear to have been large. As a result of the Poor Law Amendment Act 1,000 persons were enabled to emigrate between 1847 and 1849.¹ Under the Amending Acts of 1849 and 1882 the total number who had received aid, up to March 31st, 1909, was about 45,000.² Aside from the years 1852, 1853, 1854 and 1855, when assistance was granted to between two and four thousand each year, only in the years 1866, 1881, 1882, 1883 and 1884, was aid given to a thousand or over.³

In Scotland some assistance had been made available to those wishing to emigrate by the Statutes of 1851⁴ and 1856,⁵ which authorized the Inclosure Commissioners for England and Wales to lend money to Scottish landlords to help defray the costs of emigrating their poorer tenants. The number of landlords, however, who applied for loans was very limited.

By an Act passed in 1888,⁶ the English and Welsh Local Government Act, County Councils or Borough Councils, provided they had a population of 50,000 or over, could, upon the consent of the Local Government Board, borrow money to aid emigrants. However, as the Council had to guarantee such loans, no use was ever made of the privilege. Similar powers were conferred upon Scottish Councils with a like result.

The Unemployed Workman Act, which applied to the whole of the United Kingdom, came into effect in 1905.⁷ It provided for the formation of distress committees throughout the country, and the power to deal with emigration, among other things, was conferred upon them. These committees are statutory bodies, the members chosen by different public authorities from among themselves, and from among other public spirited men. Funds are obtained by means of voluntary contributions, and a borough rate of one-half pence per pound. In cases of dire necessity the rate may be raised to a pence.

Those wishing to obtain aid to emigrate must show fitness for agricultural work, and must have resided in the district

¹ Johnson. History of Emigration from the United Kingdom. P. 93.

² Ibid.

³ Ibid.

⁴ 14 and 15 Vict. C. 91. Secs. 1 and 2.

⁵ 19 and 20 Vict. C. 9.

⁶ 51 and 52 Vict. C. 41. Sec. 69.

⁷ 5 Edw. C. 18.

in which they apply for aid for twelve months. In the beginning, persons who had received parish relief were disqualified, but in 1906 this restriction was withdrawn.

Between 1905 and 1906 the number of emigrants who were given aid by these various distress committees was 7,146 adults and 12,387 dependents, at a cost of \$825,000.¹ In 1911 the Norwich Distress Committee, which has been the most active of any in sending people to Canada, sent out 215, and every man direct to employment on land in the Province of Ontario.²

No further measures were taken by the Imperial Government, until after the War, to supplement the rather inadequate aid which was offered to emigrants through the sources mentioned above. At the Imperial Conference of 1907 the subject of immigration was thoroughly discussed, and especially the advisability of directing the flow of emigration from the United Kingdom to the Overseas Dominions. The following resolution was drawn up, and approved by the delegates,³—"that it is desirable to encourage British emigrants to proceed to British colonies rather than foreign countries; that the Imperial Government be requested to co-operate with any colonies desiring immigrants in assisting suitable persons to emigrate: that the Secretary of State for the colonies be requested to nominate representatives of the Dominion to the Committee of the Emigrants Information office." Sir Wilfred Laurier, while stating that Canada was quite willing to finance her own immigration policy, added:⁴ "It goes without saying that if the Imperial Government were prepared to help and assist us financially we would be only too glad to co-operate with them." The Imperial Authorities, however, were opposed to any out-and-out grant from the Treasury, or to increasing the aid already available to emigrants proceeding to the Dominions.

At the Conference of 1911 the resolution of 1907 was reaffirmed. The Imperial Government, as before, promised its fullest co-operation with any Dominion desiring immigrants, but was still unwilling to make any appropriation from the Treasury to financially further such co-operative schemes.

This attitude on the part of the British Government can be attributed, to no small degree, to the feeling that there was no need for monetary aid, owing to the satisfactory condition of affairs as they stood. The striking increase from the beginning of the twentieth century in the proportion of emigrants from the British Isles going to the Dominions beyond the seas was

¹ Special Report on Immigration. Hawkes 1912. P. 68.

² Ibid. P. 63.

³ Cmd. 3523.

⁴ Hawkes Report on Immigration 1912. P. 67.

clearly brought out in a letter written by the Rt. Hon. John Burns, President of the English Local Government Board, to Arthur Hawkes, Canadian Immigration Commissioner, in 1912. The letter in part, read as follows :¹ "In 1900 of the total number of British subjects emigrating to places out of Europe, one-third (33%) went to British Dominions. In 1910 the proportion had risen to 68%. That is to say, four out of every five of our emigrants are now going to Canada or other parts of the Empire. In all, our emigrants in 1911 to places out of Europe numbered 262,000, and over 210,000 of these went to British Dominions. Canada received a record number (134,784), an increase of 19,000 over 1910, and two and one-half times as many as in 1909, and this notwithstanding a great increase in the emigration to Australia."

The years 1912, 1913 and 1914 mark the period of maximum British immigration to Canada, the number of arrivals in each year surpassing that of 1911. In 1912 immigrants from the British Isles numbered 138,112, in 1913, 150,542, and in 1914, 142,622.² With the commencement of the War in 1914 all immigration to Canada dropped to a negligible quantity, and never since has as high a figure been reached as between the years 1911 and 1914.

¹ For letter in full, see Hawkes 'A Special Report on Immigration' 1912. Appendix A.

² Canada Year Book, 1925. P. 175.

CHAPTER V.

THE EMPIRE SETTLEMENT ACT

IN the years previous to the War Great Britain suffered from overpopulation. Only at the heights of the waves of prosperity had the country not been forced to face serious unemployment problems. The outbreak of the war temporarily ended this malady. Many more men than were available were needed in the trenches and at home. However, with the signing of the Armistice in November, 1918, and the demobilization of the troops, it became apparent that the problem of overpopulation would soon loom larger than ever before.

During the War, emigration had practically ceased, whilst the population had steadily grown. The census returns for 1921 showed an increase in England, Scotland and Wales of 1,120,000 persons during the war period. British industries were not likely to be able to support more people than they had before 1914. The war had prejudicially effected trade, especially that carried on with Europe. The greatly increased competition of the United States for the markets of the world threatened to have a very detrimental effect upon the demand for British goods. The high tax levy, owing to the immense debt incurred during the War, would, undoubtedly, be a burden to all British enterprises.

Faced with these unsatisfactory prospects, British statesmen saw that every effort should be made to encourage immigration to the Dominions, not only to relieve conditions at home, but also to help the thinly populated territories overseas to bear their war burdens. With this end in view the Imperial Government decided to appoint an Overseas Settlement Committee, known at first as "The Government Emigration Committee," to act as an advisory body upon all matters pertaining to United Kingdom migration, either within or without the Empire. A new executive body of the Colonial Office, The Oversea Settlement Office, was established to carry out the recommendations of the committee.

In February of 1919 a report was submitted by this committee, stating their views upon the need of emigration and the advisability of state aid. The following extracts, taken from that report, are representative of the opinions they expressed.¹

¹ Vide Cmd. Paper 2009. PP. 136-150.

"The development of the population and wealth of the whole British Empire is the key to the problem of post war reconstruction. The heavy burden of the war debt makes this development an immediate and urgent necessity."

"Within certain limits, withdrawal of population from the United Kingdom tends to reduce the competition for unemployment, increase wages and raise the standard of living. Insofar as those that leave the United Kingdom for settlement in other parts of the Empire achieve success and multiply in their new homes, they tend still further to improve the conditions of employment in the Mother Country, and to encourage the growth of its population by providing a growing market for its goods and a continuous supply of necessary foodstuffs and raw materials."

"A consideration of the strength and volume of emigration in recent years does not indicate the need of artificial stimulation of emigration as a whole."

The following, among others, were the recommendations¹ of the Committee.

"There is at present no sufficient reason for the direct grant of State aid to emigration in general. . . ."

"There are, however, special grounds for granting State aid to the emigration of women, and for supplementing the existing provision for the emigration of juveniles, more particularly of girls, by direct Government grants. . . ."

"As a reward for their services in the War, ex-service men who wish to go to other parts of the Empire, and are either bona fide settlers on the land or have definite offers of other suitable employment, should be entitled to a free passage to their destination for themselves and their dependents."

"If any Dominion should see fit to submit schemes for development which would afford employment and settlement for ex-service men from the United Kingdom equally with those of the Dominion in question, His Majesty's Government should favourably consider the possibilities of advancing reasonable sums for giving effect to such schemes."

"All arrangements with regard to emigration should be subject to the closest consultation and co-operation with the Responsible Government Authorities in the several Dominions."

It will be noted from the above excerpts that the committee was strongly in favour of Empire directed emigration, but opposed to any scheme of State-aided Empire settlement, except in the case of ex-service men, women, and children. A study

¹ Vide Cmd. Paper 2009. PP. 136-150.

of the conditions throughout the country did not, in the opinion of the Committee, warrant any comprehensive scheme of State aided emigration. The war boom had not yet spent itself, nor the feverish pace of industry been slackened. The after-effects of the War were still to be felt, and the more optimistic feared labour shortage rather than unemployment.

The Committee had also recommended in their report¹ in 1919 that "in order to arrive at an authoritative agreement on a common Imperial policy with regard to the immensely important problem of the best distribution of the population of the British Empire, alike from the point of view of the happiness of its citizens and of the strength and development of the whole, it would be very advantageous if His Majesty's Government could fully discuss these matters at a special Conference with the Dominion Prime Ministers." Peace negotiations, and other more urgent matters, intervened with the result that the conference was not called until a later date.

By the spring of 1920 the after-effects of the war were felt to their full extent in the British Isles. Trade conditions, which had remained favourable until this time, were now the reverse. With the curtailment of war expenditures, and the closing down of war born industries, the artificial sources of prosperity were dried up. Wages began to fall, and unemployment steadily increased. It became apparent that it was impossible for British industry to support her immense population. The remedy appeared to lie largely in Empire migration, so the Imperial Government invited representatives of the Dominions of Canada, Australia, and New Zealand to a conference, which was held in January and February of 1921, to consider the steps which could be taken.

This Conference recommended a comprehensive policy of Empire land settlement and Empire directed migration and the closest co-operation, financially and otherwise, between the British Government and the Governments of the Dominions in order to bring this about.² These recommendations were further approved at the Conference of the Prime Ministers held in the same year.³ This Conference also recommended that the Imperial Government secure the necessary power to carry out this plan of co-operation by means of an Act of Parliament. The Governments of the Dominions, in turn, were each advised to work out schemes and proposals, which best suited their respective needs, and to submit them to the Government of the United Kingdom for consideration.

¹ Cmd. 2009. PP. 136-150.

² Cmd. 1474. Appendix V.

³ Vide Cmd. 1474.

Acting upon the suggestion of the Conference of Prime Ministers, the British Authorities in April of 1922 introduced a bill into the House of Commons to secure the powers desired. On the thirty-first day of May, 1922, the bill, unopposed throughout its course, became law. It is cited as the Empire Settlement Act.¹

Under the provisions of this Act it became lawful for the Imperial Government to co-operate with public authorities, or public or private organizations, either in the United Kingdom or in any part of the Dominions, in carrying out agreed schemes for affording joint assistance to suitable persons in Britain who were intending to settle in any of the oversea possessions. An agreed scheme was to be either for development or land settlement, or for facilitating migration to any of the Dominions by assistance with passages, initial allowances, or training. The contribution of the Imperial Government was to be limited to one-half of the expenses involved in such schemes.

With the return of prosperity in Canada in 1923, the unemployment problem, an aftermath of the War, solved itself, and the Federal Government felt justified in adopting a vigorous immigration policy. In March of that year, Mr. W. J. Black, then Deputy Minister of Immigration and Colonization, was sent to England with the authority to enter into negotiations with the Imperial Government for the purpose of concluding an assisted passage agreement under the Empire Settlement Act.² Provision was made by the Canadian Government for an expenditure of \$600,000 on such a scheme.³ The promised co-operation was received, and a scheme of assisted passage agreed to by both Governments. Under this agreement the Government of the United Kingdom was to bear a proportionate share of the cost of the transportation expenses of selected immigrants. The aid was to take the form of a loan to adults and an outright grant to children.

As originally embodied, single farm workers could obtain an advance up to 75 per cent of the cost of their passage, provided they were nominated by a British subject resident in Canada, and provided, also, that they were proceeding to farm work. The nominator was to assume joint responsibility with the nominee for the repayment of the loan. Single women, intending to do household work, could obtain a loan of the cost of their journey. In the case of families, nominated and proceeding to farm work, an advance up to 75 per cent was offered,

¹ 12 and 13. Geo. 5. Ch. 13. Vide Appendix for a transcript of the Act.

² 12 and 13 Geo. 5. Ch. 13.

³ \$200,000 was to be devoted for the encouragement of child migration, the same amount for aid to domestics, and the remainder for loans to individuals under a nomination scheme. Hansard, March 23, 1923. Vol. II. P. 1475.

on condition that the nominator would undertake joint responsibility for the repayment of the loan. Children and juveniles, under the auspices of approved societies, were to be given a free grant to cover the cost of the journey.

On January 1st, 1924, certain modifications of the above scheme came into effect. Under these changes advances up to 100 per cent of the cost of passage could be made to families and single men nominated for agricultural work. The bond of the nominee or nominees was to be sufficient security for such loans. Household workers taking employment in farm homes and staying a year, at least, were to be entitled to a rebate of £6, as well as children travelling under the auspices of approved societies, those accompanying parents who were receiving assistance, were to be eligible for a free grant not exceeding eighty dollars. The age limit of children and juveniles was raised to include all under 17 years of age.

The above scheme was the first entered into by the Imperial Government and the Canadian Federal Government under the Empire Settlement Act, but, previous to this time, Agreements had been made between other Canadian bodies and the Government of the United Kingdom. A contract, dated February 1st, 1922, had been entered into by the Government of the Province of Ontario and the Imperial Government for assisting 2,000 single men and 2,000 single women to migrate to Ontario, the men for farm work and the women for household duties.

On October 9th, 1923, the Imperial Economic Conference appointed a Committee to consider and report upon the question of oversea settlement. They were instructed to recommend measures which they thought desirable for the furtherance of this policy, and to analyse, as far as possible, the causes which had checked the development of the scheme of Empire migration since its inauguration.

This Committee, after a thorough investigation, issued the warning that ¹ "State-aided Empire settlement should be regarded, not as a means of dealing with abnormal unemployment in the United Kingdom, but as a means of promoting primary production and increased trade, thus permanently minimising the risk of unemployment both in the United Kingdom and in other parts of the Empire." With regard to the results ² which had been achieved the Committee were of the

¹ Cmd. 2029. P. 137.

² The Committee made the following estimate "By the 31st of December, 1923, upwards of 40,000 will have been assisted to proceed from the United Kingdom to other parts of the Empire at an outlay of about \$800,000, in part recoverable and shared between the Imperial and the Governments of the Dominions concerned." Cmd. 2029. P. 137.

opinion that they were ¹ "incommensurate with the needs of the situation, both in the United Kingdom and in the Dominions, more especially in Australia and Canada." They stressed the point, however, ² "that the rate at which any redistribution of the white population of the Empire can take place must be governed by the rate at which the Dominions can satisfactorily absorb these new settlers."

That part of the report which dealt with the various factors which had retarded the growth of Empire settlement read as follows :—³

"The Committee have carefully considered the causes, partly political, partly economic, which have checked the development of Empire settlement during the last two years. They would point out that a redistribution of population upon a large scale necessarily involves considerable initial expenditure, and requires scientific administration over a period of years. Such a policy can only be carried out effectively by the concerned with the approval and continuous support of their respective peoples. A further difficulty arises from the fact that a large expenditure has been, and is still being incurred in the Dominions in the settlement of ex-soldiers upon the land.

Experience also shows that the figures of migration and settlement are highest in times of trade prosperity and lowest in times of trade depression. During the present period of depression, when agricultural operations and other branches of industry have in many cases been carried on at a loss, there has been a natural decline in the opportunities offered to British settlers.

The evidence placed before the Committee does not suggest that the comparatively disappointing results achieved are due to lack of publicity or to deficiencies in organization, either in the Dominion or in the United Kingdom, since the number of applicants in the United Kingdom has been continuously in excess of the demands from overseas."

In view of the fact that there were, apparently, many more people desiring to go to the Dominion than there were opportunities offered it was recommended ⁴ "that the Governments of those parts of the Empire suitable to settlement should use every endeavour to ensure the progressive enlargement of the policy in their respective territories. Especially, it would appear to be of first importance that every effort should be made to expedite development, e.g., transport, irrigation, etc., in those

¹ Cmd. 2009. P. 137.

² Ibid. P. 138.

³ Ibid.

⁴ Ibid.

parts of the Empire where such development is still needed. The rate of settlement in such areas must, it is clear, in a large measure depend upon the rate of development. In the earlier stages, this is likely to be comparatively slow, but as the newly-developed areas begin to accommodate settlers, and a fresh development of further areas is initiated, the rate of absorption should increase more and more rapidly. Development work should, therefore, be pressed on as promptly and steadily as possible."

Among the other recommendations of the Committee was the extension of the nomination system¹ "(1) by popularizing individual nomination by means of suitable publicity overseas, and by arrangements to relieve the nominator, whenever necessary and preferable, of any obligation for the repayment of passage money, (2) by encouraging collective nomination, *i.e.*, nominations by churches and other groups or societies in favour of kindred organizations in this country." The Committee stressed, also, the importance of reduced transportation rates, and of adequate arrangements for the reception and disposition of the new settlers.

Certain recommendations of the Committee, as has been shown, were adopted by the Canadian Government in collaboration with the Government of the United Kingdom. The nominator of a Canadian immigrant was freed from all obligation as to the repayment of the passage loan, and such loans were extended to cover the total cost of passage from January 1924.

In order to further reduce the cost of passage, for selected immigrants, a contract was entered into on December 11th, 1923, by the Secretary of State for Dominion Affairs, the Canadian Government, and the Trans-Atlantic Shipping Companies to afford lower rates to persons emigrating under the Empire Settlement Act. From January 1st, 1926, any person proceeding to the Eastern ports of Canada under any agreed scheme could travel for £3, and to other centres for sums ranging between £5 10s. and £9.²

¹ Cmd. 2009. P. 138.

² These rates are still in effect. The following is a comparison between the regular fares and the reduced Empire settlement rates to certain points in Canada:

	Regular Rate			Empire Settlement Rate		
	£	s.	d.	£	s.	d.
Halifax, St. John and Quebec.....	18	15	0	3	0	0
Montreal via Quebec.....	19	15	5	4	0	0
via St. John or Halifax.....	20	15	0	4	0	0
Toronto via Quebec.....	21	17	1	4	10	0
via St. John or Halifax.....	22	17	11	4	10	0
Winnipeg.....	23	19	2	5	10	0
Regina.....	24	14	2	6	0	0
Moose Jaw.....	24	15	10	6	0	0
Saskatoon.....	25	1	8	6	0	0
Calgary or Edmonton.....	25	4	2	6	10	0
Vancouver.....	28	7	9	9	0	0

Report of Department of Immigration and Colonization, 1926. P. 24.

With the introduction of these new reduced fares, other changes were made. Former Empire Settlement Agreements had provided for loans in whole or part to household workers, farm labourers and families proceeding to farm work. Under the new Agreement, loans could still be made to families, and when advisable, to household workers, but under no circumstances to farm labourers.

Provision was also made in the main Agreement whereby either the Government of Canada or of the United Kingdom could, with the approval of the other, enter into subsidiary Agreements with any Provincial Government or approved Society for the after-care of the immigrants and general encouragement of immigration in such ways and means as stipulated in the main Agreement.

Since that time the Minister of Immigration has made subsidiary Agreements with some of the Provincial Governments and certain Societies¹ with very gratifying results.²

The British Government has also entered into agreements with the Society for the Oversea Settlement of Women, the Salvation Army, the British Dominions' Emigration Society, various Child Migration Societies, and the Craigielin Boys Training Farm, for the testing, training, after-care and transportation of immigrants proceeding to Canada.

Among the schemes that have been fostered under the Empire Settlement Act, some have assumed an educational character, notably the Alberta Training Scheme and its complement, the British Empire Fellowship Fund.³ The Alberta Training Scheme was entered into by the British Government

¹ (a) Province of Nova Scotia.

(b) Province of New Brunswick.

(c) Province of Ontario.

(d) Canadian National Railways.

(e) Canadian Pacific Railway Company.

(f) The Scottish Immigrant Aid Society.

(g) The Council for Social Service for Church of England, Canada.

(h) The British Settlement Society of Canada.

(i) The Eastern Townships Immigration Society.

(j) The Salvation Army.

Report of Department of Colonization and Immigration, 1926. P. 24.

² "The number of subsidiary agreements based upon the main agreement between the Dominion and the British Government have been more or less valuable agencies in promoting the general volume of emigration. Every one of these after-care agreements have been responsible for some original cases, the Province of Ontario, the two Canadian Railway Companies, and the Scottish Immigrant Aid Society being responsible for the largest proportion of new and original business."

Report on Colonization and Immigration, 1926. P. 31.

³ Macdonald Agricultural College, incorporated with McGill University, Montreal, also offers agricultural training at the College on selected farms to British youths between 17 and 25, with free tuition.

and the Government of Alberta in the summer of 1924, and renewed in June, 1925. Its purpose is to instruct British youths in agriculture, at the Colleges in Vermillion, Olds, and Clareholm, during the winter months, with free tuition, and then in the spring to place them on suitable farms. In 1924-25 sixty-four boys completed the course, and for 1925-26 forty-four more were selected.¹

In September of 1925 the Fellowship of the British Empire Fund offered to furnish a fellowship of £50 to each of twenty-five youths chosen under the Alberta Training Scheme, who were unable to obtain the necessary funds to pay for their board and lodgings during the course. Twenty-two were chosen and sent to Alberta for the winter term of 1925-26.²

Of special significance to the settlement of Western Canada is the so-called "Three Thousand British Families Scheme." It has as its purpose the settlement of 3,000 British families upon land in the various provinces of the Dominion.

The supervision of the scheme is entrusted to the Land Settlement Branch of the Department of Immigration and Colonization, of which the Soldiers Settlement Board is now a part. The machinery and methods of the Soldiers Settlement Board are utilized in settling these British families, the only essential difference being that, whilst considerable latitude was allowed the returned soldiers in the choice of their farms, and the purchase of livestock and machinery, all these operations are closely supervised in the case of the Three Thousand Families Scheme. The land, generally speaking, is chosen by those in charge.

Under this plan the total indebtedness that any selected family may assume is placed at \$7,500.00, \$6,000.00 of this may be incurred for the purchase of land, house, and other necessary farm buildings, and is repayable to the Dominion Government. The remainder, \$1,500.00, is for buying livestock and equipment, and must be repaid to the Imperial Government. These debts are repayable in 25 years, under the amortization plan, interest being charged at 5 per cent per annum. No payments are required until the end of the second season after the arrival of the family in Canada.

Families chosen under this scheme are provided with suitable accommodations upon arrival, but are not, as a general rule, placed on their own farms until the male adult members have acquired experience in Canadian farming methods by working for farmers in the neighbourhood. The farms upon which British settlers are placed are owned by the Dominion Govern-

¹ Report of Department of Immigration and Colonization, 1926. P. 34.

² Ibid.

ment. Most of them were, at one time, occupied by returned soldiers, but owing to the fact that out of the 30,000 soldier settlers some were unable to adapt themselves to rural life, their farms reverted to the Government. Only the more suitable of these farms have been chosen for the British families, and in every case they have been re-valued. All such farms are provided with a house, and upon each a portion of the land is fit for immediate cultivation.

The successfulness of this scheme can best be judged from the report of the Earl of Clarendon and Mr. T. C. Macnaughton, the Chairman and Vice-Chairman respectively, of the Overseas Settlement Committee, upon their visit to Canada in connection with this land settlement plan.

The report, in part, reads as follows :—

"The total number of families at present settled under the scheme is 1,504, comprising 8,381 souls, and distributed throughout the Provinces as follows :—

Province	Families	Souls
Ontario	153	930
Manitoba	172	864
Saskatchewan	359	1,801
Alberta	492	2,962
British Columbia	179	897
Québec	17	110
Maritime Provinces	132	817

² The percentage of complete failures is very small indeed. A few families have abandoned the scheme, some of these returning to the Old Country. Others have abandoned the scheme temporarily and intend to return to it. Possibly some 2 per cent have found work in towns. Those who have abandoned the scheme, whether temporarily or otherwise, hardly exceed 5 per cent of the whole. Of those that remain, some 10 per cent appear to be below the general average, and consequently we must regard their success as doubtful. We believe however, that between 80 and 90 per cent of the families settled under the scheme will, given reasonably favourable conditions of climate and markets, make good and remain permanently settled upon the land."

One of the most important and desirable forms of immigration is that of juveniles. With youth and adaptability, the chief qualities necessary for success in new surroundings, it is almost assured with this class of newcomers. Juvenile immigration

¹ Cmd. 2760. P. 19. Report on British Settlement in Canada, 1926.

² Ibid.

has been most valuable to Canada, and can rightly be considered the oldest permanent branch of Canadian immigration service, its beginning dating back sixty years.

The significance of this immigration can be understood when it is realized that over 83,000 juveniles were sent out to Canada between 1886 and 1926 by various charitable organizations. A condensed view of this movement is given in the following table.¹

Society or Agency	Year	Children sent to Canada
*Miss Macpherson and Mrs. Birt, London and Liverpool (Canadian Headquarters), Marchmont Home, Belleville Ontario.....	1886-1926	14,578
Miss Rye and Church of England (Niagara-on-Lake, Ont., and Sherbrooke, P.Q.).....	1868-1926	4,079
Mr. (now Sir) J. T. Middlemore, Fairview, Halifax, N.S.....	1873-1926	5,089
The National Children's Home and Orphanage (formerly Dr. T. Bowman Stephenson), Hamilton, Ont..	1873-1926	3,105
*Mrs. Bilbrough-Wallace (Marchmont Home, Belleville, Ontario).....	1878-1915	5,529
Cardinal Manning, (Ottawa and Montreal).....	1880-1888	1,403
Dr. Barnardo (Toronto, Ont. and Winnipeg, Man.).....	1882-1926	26,555
Mr. J. W. C. Fegan (Toronto)....	1884-1926	3,000
Mr. Wm. Quarrier, Brockville, Ont...	1890-1926	4,227
The Catholic Emigration Association and Amalgamated Societies, St. George's Home, Ottawa.....	1897-1926	6,799
The Salvation Army.....	1905-1926	2,745
Dr. Cossar, Lower Gagetown, N.B....	1910-1926	563
Captain Oliver Hind, the Dakeyne Farm, Falmouth (nr. Windsor, N.S.)	1913-1926	82
British Immigration Aid and Colonization Association, Montreal.....	1923-1926	469
Minor Agencies.....	1897-1926	5,519
The Church Army.....	1925-1926	146
Total.....		83,888

* Recently amalgamated with Dr. Barnardo's Homes.

¹ Report of Department of Immigration and Colonization, 1926. P. 68.

Until the year 1923 this work was carried on by British Welfare Societies along purely philanthropic lines, with little or no expense to the Government of Canada. Definite steps were taken in that year by the Dominion Government to encourage juvenile immigration by means of passage grants. During 1925-26 a total of 1,862 British children were immigrated to Canada and placed upon farms.¹

The advantages of juvenile immigration to Canada are very adequately summed up by G. Bogue Smart, Supervisor of Juvenile Immigration, as follows:—

1. To provide help needed by our farmers, both as farm helpers and domestics. It is worth mentioning that farmers understand that these boys and girls are not experienced workers and must be taught. In almost all cases they are treated as members of the family.
2. As a general rule they become efficient at farm work and like it, and in later years many farm on their own account. Others later on decide to enter business or a profession, though the great majority prefer the farm.
3. It is well known that the success of these boys and girls has induced friends in the Old Land to move to this country. It is equally well known that many of these young people have set apart the larger part of their earnings with a view at a later date of providing passage to Canada for their relatives and friends. At an early age the children become self-supporting, and having had experience as agricultural workers they are seldom, if ever, out of employment. The position of the great majority of these

¹ The following table shows total arrivals of parties of children brought to Canada for the year ended March 31st, 1926:

Agency	Boys	Girls	Total
Dr. Barnardo's Homes	77	31	108
The British Immigration Aid and Colonization Association	446	—	446
The Church of England	66	28	94
The Catholic Emigration Association	114	35	149
The Church Army	137	9	146
Dr. G. C. Cossar	69	—	69
The Dakeyne Boys' Brigade, Capt. Hind	9	—	9
Mr. J. W. C. Fegan	47	—	47
*Miss Macpherson-Birt	34	17	51
The Middlemore Homes	7	3	10
The National Children's Home and Orphanage	93	1	94
Mr. Quarrier's Homes	36	6	42
The Salvation Army	379	85	464
Unaccompanied to Canada	76	57	133
Totals	1,590	272	1,862

* Amalgamated with Dr. Barnardo's Homes.

erstwhile child and juvenile immigrants is evidence of the economic value of the Juvenile Immigration movement to this Dominion. Instances are not wanting of the farmer—formerly a juvenile—becoming the employer of lads now coming to Canada as he came years ago.”

Since the inauguration of Empire directed and assisted migration, as embodied in the Empire Settlement Act, the number of British immigrants coming to Canada under the various schemes has steadily increased from year to year. During the four months, September, October, November and December, of 1922, British immigrants to Canada under Empire settlement schemes numbered 180, during 1923, 6,261; during 1924, 9,379; and during 1925, 114,442.¹

This progress is very satisfactory, considering how recently the majority of the schemes have been put into effect. The real significance and importance of this immigration, however, cannot be fully grasped until it is realized that all the immigrants have been settled upon the land, or employed in some branch of agricultural work.

¹ Vide, Appendix B.

CHAPTER VI.

THE IMMIGRATION AND LAND POLICY OF THE CANADIAN PACIFIC RAILWAY COMPANY

UNDER the contract entered into between the Canadian Pacific Railway Syndicate and the Dominion Government in 1881 for the building of a trans-Canada railroad, there was included, among other subsidies to the Company, a land grant of twenty-five million acres. This grant was to be made up of the odd-numbered sections extending twenty-four miles deep on each side of the proposed railway line from Winnipeg to Jasper House.¹ If there was found to be insufficient land along this stretch of the railroad to fulfil the twenty-five million acre grant, the deficiency was to be met from other portions lying in the so-called "fertile belt," situated between the 49th and 57th degrees of north latitude.²

From the beginning the Company made every effort to dispose of this land, not only in order to secure funds, but also to attract settlers that they might create traffic for the railroad. At the commencement of these colonizing efforts in Western Canada the Company offered land to settlers at \$2.50 per acre, one-sixth payable in cash, and the balance in five annual instalments, with interest at 6 per cent.³ A rebate of \$1.25 per acre was also to be allowed for every acre brought under cultivation within four years.⁴ Dairy farming or mixed farming to an agreed extent was to be accepted in lieu of cultivation, and entitling the purchaser to the rebate.⁵

Later, a ten year purchase plan was instituted, affording the purchaser who desired to improve his land longer terms, and smaller payments during the early years of occupation.⁶ These terms were replaced by still more favourable ones in 1911. The purchaser was given twenty years to pay for his

¹ Section 11 of Contract between the Canadian Pacific Railway and the Dominion Government.

² Ibid.

³ Canadian Pacific Railway Land Regulations of November 24, 1881, reprinted in Macown "A History of the Great North West." PP. 674-5.

⁴ Ibid.

⁵ Ibid.

⁶ From a memorandum prepared by C. La Due Norwood, C.P.R. Land Agent, Montreal.

farm, allowed an advance of \$2,000 to buy equipment, and \$1,000 to provide himself with livestock.

The advantages and purposes of this scheme were ably set forth in an address given by Mr. J. S. Dennis before the Royal Colonial Institute, London, in 1913, which read, in part, as follows:—¹ "Hitherto the Canadian Pacific Railway has been selling land on the basis of ten years' purchase, but that rejected a vast number of men of small means, particularly in Great Britain and Northern Europe. It has, therefore, decided to extend the period to twenty years, and it has also offered to make advances to \$2,000 to be used in putting up buildings and getting everything in shape. In Western Canada the Canadian Pacific Railway has been endeavouring to educate the people to go in for something more than grain growing. The Company wishes them to go in for mixed farming, and it is therefore willing to advance \$1,000 worth of livestock for that purpose."

Under the original twenty year purchase plan the settler made a cash payment of one-twentieth of the purchase price upon application, and paid the remainder in nineteen equal annual instalments. This contract was altered² whereby the purchaser made a cash payment of ten per cent upon application, and no further payments upon the principal for four years. Thereafter the balance of the principal was divided into sixteen annual payments. During the four years following the purchase of the land, the purchaser was required to pay interest at the rate of six per cent per annum, but if he carried out improvements, his interest due at the end of the first year was reduced to two per cent. A similar reduction was made in the second interest payment, while the third was at the full rate of six per cent.

Many settlers coming from Great Britain and European countries, owing to their inexperience, found it very difficult to take up farms in a new country, to live in such habitations as could be hurriedly provided, or to submit to the conditions that necessarily attended the building of a home under pioneer conditions. To overcome this difficulty the Canadian Pacific Railway Company devised a plan for preparing and offering to settlers, what have become known as "ready-made farms."³ Areas of land, containing from eighty to one hundred and sixty acres, were fenced, wells drilled, a habitable house and a barn erected on each, and about twenty-five per cent of the land

¹ Canadian Annual Review, 1913. P. 103.

² Vide memorandum prepared by C. La Due Norwood, C.P.R. Land Agent, Montreal.

³ They were established at Irricano, Strathmore, Bassano, Brooks and Tilley, Alberta; and at Traynor and Wynward, Saskatchewan.

cultivated and prepared for crop. Thus the settler was relieved of many of the hardships of pioneer life. These farms were sold upon the same terms as other Canadian Pacific Railroad land, the cost of improvements alone being added to the price.¹

In 1923 the Canadian Pacific Railway Company adopted a new plan² for the sale of their lands, which is still in operation, and which offers greater advantages to prospective settlers than ever before. Under this plan the land is sold upon amortization terms with 35 years in which to pay for it. Upon application for a farm the purchaser is required to make a cash payment of 7 per cent of the purchase price, but is freed from further payments for two years. No interest whatever is charged the first year. After the two years the balance of the principal and interest is amortized over 34 years, resulting in payments each year equal to 7 per cent of the cost of the farm less the cash payment made at the time of purchase. In 34 years the total debt, including both principal and interest, is paid off, and the settler owns the land. The privilege of increasing the annual payments, or paying for the land in full at any time is also extended to the purchaser.

The obvious advantages of this scheme are, the reasonable rate of interest (6 per cent), the small yearly payments, and the two years' grace, all of which afford the settler the opportunity of making necessary improvements, such as constructing buildings and fences, purchasing stock and machinery, and providing for the comfort and well-being of himself and his family.

Owing to the difficulties of the selection of the last three million acres of the Canadian Pacific Railway Company's land grant, the Company consented to accept lands in southern Alberta, along its railway line west of Medicine Hat, in what was then known as the semi-arid region, on account of the uncertainty and general deficiency of rainfall.³ This block, as chosen and agreed upon, covers an area of 3,081,265 acres, extending about 150 miles by 40 miles eastward from the City of Calgary. It is in this district that the Canadian Pacific Railway has developed one of the largest irrigation projects on the American continent, watering an area greater than the total irrigated districts in either the State of Colorado or California.

With a view to ascertaining the feasibility of irrigation in this semi-arid country the Dominion Government had, previous

¹ Canada Year Book, 1910. P. XXXVII.

² Information supplied by C.P.R. Department of Colonization, Montreal.

³ Canadian Annual Review. 1917. P. 849.

to the surrender of the land, ran surveys throughout it. The result of these surveys showed that, for about 150 miles southeasterly from Calgary along the main line of the Canadian Pacific Railway, and between the Bow River on the south and the Red River on the north, lay a district well suited to irrigation. The soil was deep and fertile; the land sloped gently towards the northeast, affording the natural flow necessary for irrigation; and sufficient water was available in the Bow River, fed as it was by glaciers in the Rocky Mountains, to ensure irrigation for all time. This block was divided into three sections by the Canadian Pacific Railway Company for developmental purposes, designated as the Western, the Central, and the Eastern. Irrigation projects were undertaken by the Company in the Western and Eastern sections, the water being diverted from the Bow River at Lethbridge and Bassano, respectively, for each section. In the Central section no developmental work of a like nature was or has been, as yet, undertaken.

In the spring of 1912 the Canadian Pacific Railway Company obtained an additional irrigated district, situated about Lethbridge, from the Alberta Railway and Irrigation Company, by whom it was originally developed. The water for this project is drawn from the St. Mary River, which, like the Bow River, has its source in the Rocky Mountains and is fed by glaciers and snow.

By the year 1917 approximately fifteen million dollars had been spent by the Canadian Pacific Railway Company on the construction of the requisite works and ditches for irrigating the eastern and western sections of the Calgary land block.¹ Speaking of this project in his annual address of May 5th, 1920, Mr. E. W. Beatty, the present President of the Company, said that ² "An area of 643,526 acres has been brought under irrigation through the medium of 3,969 miles of irrigation canals and distributary canals." Speaking of the amount that has been disposed of he remarked that, ³ "Of this area 301,382 acres of irrigable land have been sold at an average price of \$38.12 per acre." He further stated that ⁴ "during the period from the commencement of construction to the 31st of December, 1919, the Company has expended in connection with the construction and maintenance of this irrigation works the sum of \$15,186,348, and in their operation \$1,761,268.

The Canadian Pacific Railway Company's irrigated land, like its other land, can be purchased upon the thirty-four year amortization plan already described. The average price per

¹ Canadian Annual Review, 1917. P. 849.

² Canadian Annual Review, 1919. P. 815.

³ Ibid.

⁴ Ibid.

acre is about fifty dollars, but, owing to more intensive farming much less land is required than under ordinary circumstances. There is no water-right tax, as the water belongs to the Dominion Government, and is supplied free. The fee charged for the maintenance of the irrigation works is \$1.25 per acre.

As has been previously stated ¹ a total of 301,382 acres of irrigated land had been disposed of by the Canadian Pacific Railway on December 31st, 1919, at an average price of \$38.12 per acre. The following table² shows the number of acres of irrigated land sold each year since 1919, and the average price received per acre.

Year	Average Price Per Acre	Number of Acres Sold
1920	\$50.43	47,848
1921	53.17	6,686
1922	61.73	2,440
1923	58.81	1,429
1924 . . . . .	.....	6,741
1925	46.50	6,184
Total		71,328
Sold previous to 1919		301,382
Total number of acres sold to 1926.		<u>372,710</u>

All agricultural land sales, including irrigated land, by the Canadian Pacific Railway, up to June 1923, totalled 18,194,737 acres, at an average price of \$7.87 per acre.³ During 1924 96,775 acres were disposed of at an average price of \$18.50 per acre for other than irrigated land, and during 1925, 172,484, at an average price of \$14.17 per acre, exclusive of irrigated land.⁴

The Canadian Pacific Railway has, at present, about five million acres of land available for settlement. Most of this land is included in three large blocks, which may be described as the Lloydminster and Battleford Block, the Calgary and Edmonton Block, and the Irrigation Block. The Lloydminster and Battleford Block lies along the main line of the Canadian National Railway between the north Saskatchewan and Battle Rivers, part of the land being in Saskatchewan

¹ Vide Page 68.

² Compiled from the Annual Reports of the C.P.R.

³ Canadian Annual Review.

⁴ Vide Annual Reports of the Company for 1924 and 1925.

and part in Alberta; the Calgary and Edmonton Block comprises a large area of land lying between the Calgary and Edmonton line of the Canadian Pacific Railway and the foothills of the Rocky Mountains, bounded, roughly speaking, by the Canadian National main line on the north and the Central Alberta branch of the Canadian Pacific Railway on the south; the Irrigation Block is in southern Alberta, extending about one hundred and fifty miles eastwards from the city of Calgary, and comprising approximately three million acres.

The character of the country comprising these three blocks varies from open, undulating prairie to slightly timbered, hilly land, but most of the soil is rich, black loam, from twelve to eighteen inches in depth, and suited to the growth of all grains. There are areas of light sandy loam of comparatively low fertility, but their occurrence is infrequent. Mixed farming, in conjunction with grain growing, has been found very profitable on land similar to the more wooded parts of that of the Canadian Pacific Railway. The results obtained upon irrigated land in southern Alberta have more than fulfilled the expectations of settlers who have purchased farms in that district.

Although the Canadian Pacific Railway Company's Department of Colonization and Immigration was originally established in connection with the land holdings in the Prairie Provinces, the realization that the successful functioning of a railroad is dependent upon the prosperity of the people in the country through which it runs, and the volume of traffic upon their numbers, prompted the Company to widen the activities of this Department. In 1916 it was reorganized upon a more extensive basis with the object of encouraging all immigration to Canada. A special publicity branch of the Department¹ was set up in Montreal, through which an extensive advertising campaign was carried out in Europe and the United States, a plan, which is still being followed, to make known the opportunities offered in Canada to any desirous of settling in this country.

Since the adoption of this policy the Company has been the greatest single colonizing agency in Canada, and its slogan "Ask the C.P.R. about Canada" has been no idle one. It was estimated that by 1923 over 100,000 farms in Western Canada had been settled directly through the efforts of this Company.² This work necessarily entailed considerable expense. An

¹ This Department publishes a review entitled "Agricultural and Industrial Progress in Canada", which contains reliable information as to the economic conditions in Canada from month to month.

² Vide letter written by E. W. Beatty and published in the Montreal Daily Star, August 16, 1923.

aggregate amount of \$64,646,000 had been spent by the Company up to that time, upon immigration, developmental enterprises, and the furtherance of agriculture generally, which was very much in excess of like Government expenditures during the same period.¹

After the passing of the Empire Settlement Act,² and concomitant with the change in the attitude of the people of Canada towards immigration, the Canadian Pacific Railway embarked upon the most vigorous immigration policy in its history. Special inducements were offered to attract settlers, and every effort put forth to place them upon the land. Of the various schemes inaugurated, some have already been mentioned, notably the thirty-four year amortization plan to encourage the purchase of farms in Western Canada. In collaboration with the Governments of Canada and the United Kingdom the Company offered reduced fares to British immigrants. Under the present assisted passage agreement, whereby selected settlers are brought to Canada for £3, the Canadian Pacific Railway Company and the other transportation companies bear a share of the cost of transporting the immigrants proportionate to that of the Canadian Government. During 1923 over 58,000 colonists came to Canada on Canadian Pacific steamships, a large percentage being interested through the activities of the Colonization Department of that railroad.³

⁴ In 1923 the Company organized a "Farm Labour Service" bureau, with the object of securing agricultural workers for Canadian farmers. Under this plan the Company guarantees positions for married and single experienced farm workers, and for a limited number of single men who have had no experience. During the first year of operation 1,000 farm labourers were placed.

The Canadian Pacific Railway Company has recently completed arrangements for the placement and training of British boys between the ages of fourteen and seventeen years on specially selected farms in Canada. Youths selected under this scheme are given free passage by the Company from the point of embarkation to this Dominion. Upon arrival they are placed on suitable farms, assured year round employment, and given board, lodging and fair wages. Government inspectors regularly visit these boys to make sure they are receiving proper care.

¹ Vide letter written by E. W. Beatty and published in the Montreal Daily Star, August 16, 1923.

² 12 and 13 Geo. 5. Ch. 13.

³ Canadian Annual Review, 1923. P. 361.

⁴ Ibid.

The Canadian Pacific Railway Company has also given much assistance to the Local Colonization Boards, which were established throughout Western Canada after the War. The movement was sponsored by groups of public spirited men, who saw in immigration, not another economic ill, but a remedy for many pressing problems besieging the country. The Company, appreciating the value of the Boards, gave encouragement to their formation, often lending material assistance.

These Local Colonization Boards are, as the name implies, community undertakings composed of farmers, merchants, bankers and lawyers. In many cases they are affiliated with Boards of Trade and other civic bodies. The work of these Boards, broadly speaking, is the development of their respective districts. They make a survey to discover how much land is untenanted, and, if for sale, the price and terms; how much land is uncultivated, and the price or rent demanded by the owner; how many farm labourers and female domestics are wanted, and note the wages offered, the terms of employment, and the nationalities preferred. This information is then given to the C. P. R.'s Department of Colonization and Development, which makes every effort to fulfil the demands. A list of the farms open for sale or rental, with detailed information about each, is filed with the Canada Colonization Association, a subsidiary of the C. P. R.'s Department of Colonization and Development, where it is available to all incoming settlers. The requests for farm labourers are filed through the Company's Farm Labour Service Bureau.

The reception, supervision, and after-care of the immigrant is the most important part of the work of the Local Colonization Boards. After the Company has obtained the immigrant its task is finished, and the Board is responsible for his well-being. Reception Committees welcome him, and officials of the Board guide and instruct him. If he is a farm labourer the Boards act as Juries of Arbitration in wage or other disputes. All this eases the difficulties facing the newcomer, prevents any exploitation that might be practiced upon him owing to lack of experience, and places him in a position where chances of failure are minimized to the utmost extent.

The growth in the number of these Boards attest their usefulness. In 1925 there were throughout the Prairie Provinces in all thirty-six, and one in the Windermere Valley in British Columbia, and one in the Annapolis Valley, Nova Scotia.¹ During 1926 a hundred more were in active operation, and making efforts to secure settlers.

Canadian Annual Review, 1925-26. P. 171.

The Canada Colonization Association, which has been mentioned in connection with the Local Colonization Boards, was originally known as the Western Canada Colonization Association. It was promoted in April of 1920 by a group of private men with the object of stimulating, on a public spirited basis, the colonization of privately owned lands in Western Canada. Operations were begun in the Spring of 1921, but with little success, either during that year or the next. In the first days of 1923, Sir John Wilson, the President, resigned. His resignation was followed by that of A. E. McKenzie from the Board of Directors. Upon an appeal to the Government, the Hon. Chas. Stewart, then Acting-Minister of Immigration and Colonization, proposed in the House of Commons to subsidize the Association to the extent of \$100,000. After much difficulty the objections to the proposals were overcome, and a \$10,000 subsidy per month for a period of ten months was voted.¹

On June 8th, 1923, the Association underwent reorganization. Sir August Nanton was elected President, and Dr. W. J. Black and F. C. Blair, of the Federal Department of Immigration and Colonization; George F. Chipman, Editor of the "Grain Growers Guide"; Colonel J. S. Dennis, D. C. Coleman, and P. L. Naismith, of the Canadian Pacific Railroad; and W. D. Robb, A. E. Warren, E. A. Field and A. A. Tisdale, of the Canadian National Railroad; were elected to the Board of Directors. After the reorganization it was reported in the "Toronto Saturday Night" "That the two companies represented have agreed to contribute \$100,000 a year for five years, and that there were, in addition, unexpended private subscriptions aggregating \$1,000,000."

An extensive land selling campaign was inaugurated in the United States, but with inadequate results. Mr. Everetts, the Manager, resigned, and both the Government and the Canadian National Railways withdrew. The Canadian Pacific Railway, however, took over the organization, and since January 1st, 1925, it has been operated as a subsidiary to the Railway's Department of Colonization and Development at Winnipeg.

The Company is formed upon a non-profit basis, and works not only along regular constituted lines, but also in co-operation with the Local Colonization Boards, and various other bodies whose efforts are directed towards securing immigrants such as the Canadian Mennonite Board of Colonization, the Lutheran Immigration Board, the German Catholic Colonization Association, and the Scottish Immigrant Aid Society. In certain instances money has been lent to these associations by the

¹ Canadian Annual Review, 1923, P. 274.

Company, and in other cases an advance of a percentage of the cost of transportation of immigrants travelling under the auspices of these societies, has been made.

In 1925 the Canada Colonizing Company placed 607 families, totalling 3,035 persons, and settled 150,623 acres of land.¹ During the past year, 1926, the Company was responsible for the settlement of 168,094 acres of land, upon which were placed 743 families.² Up to March 26th of the present year, 33,353 acres had been disposed of to 134 families, with prospects pointing to the most successful year in the history of the Company.³ The total number of families settled from the time the Canadian Pacific Railway Company took over the Association until March 26th, 1927, was 1,484.⁴ 45 per cent of the families have been settled in Manitoba, 30 per cent in Saskatchewan, and 25 per cent in Alberta.⁵

A new three year agreement to supplant one made two years ago, and which expired on December 31st, 1926, has been entered into by the Canadian Government with the Canadian Pacific Railway and the Canadian National Railroad.⁶ This agreement gives the railways a comparatively free hand in bringing agricultural immigrants from the southern European countries. Immigrants from these non-preferred countries must, of course, according to the Immigration Act and Order-in-Council supplementing it, be certified agriculturists.

In the past, difficulties have arisen between the Federal Government and the Railroads as to what constitutes an agriculturist. In order to overcome this obstacle the Federal Government, under the new contract, agrees to accept the Certificates of personal representatives of the Colonization Departments of the Canadian Pacific and the Canadian National Railways stationed at continental ports, but reserves the right to deny admission to immigrants, even if certified by the railroads, on the grounds of health or morals. In return for the right to issue these certificates the Railway Companies must obtain employment for all immigrants brought in.

Under this same agreement the Railroad Companies are given the right to nominate immigrants from the British Isles, which places them on an even basis with officials of the Federal Immigration Department in Britain, provided they will place them after their arrival.⁷ It is the intention of the Railway Companies to take out 5,000 nominated passages, and the Government 9,000 during 1927.

¹ Canadian Annual Review, 1925-26. P. 171.

² Montreal Gazette, March 27th, 1927.

³ Ibid. ⁴ Ibid. ⁵ Ibid.

⁶ Montreal Gazette, March 17th, 1927.

⁷ Ibid.

In the case of Scandinavia, Germany and France, special privileges are given the Railroad Companies in bringing out immigrants, but the Federal Department of Colonization and Immigration reserves the right to refuse admission to all who are morally or physically unfit.¹

¹ Montreal Gazette, March 17th, 1927.

Appendix A.

EMPIRE SETTLEMENT ACT, 1922.

Chapter 13.

An Act to make Better Provision for Furthering British Settlement in His Majesty's Oversea Dominions. (31st May, 1922)

BE IT ENACTED by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

1.—(1) It shall be lawful for the Secretary of State, in association with the Government of any part of His Majesty's Dominions, or with public authorities or public or private organizations either in the United Kingdom or in any part of such Dominions, to formulate and co-operate in carrying out agreed schemes for affording joint assistance to suitable persons in the United Kingdom who intend to settle in any part of His Majesty's Oversea Dominions.

(2) An agreed scheme under this Act may be either:—

(a) a development or a land settlement scheme; or

(b) a scheme for facilitating settlement in or migration to any part of His Majesty's Oversea Dominions by assistance with passages, initial allowances, training or otherwise;

and shall make provision with respect to the contributions to be made, either by way of grant or by way of loan or otherwise, by the parties to the agreed scheme towards the expenses of the scheme.

(3) The Secretary of State shall have all such powers as may be necessary for carrying out his obligations under any scheme made in pursuance of this Act:

Provided that—

(a) the Secretary of State shall not agree to any scheme without the consent of the Treasury, who shall be satisfied that the contributions of the government, authority, or organization with whom the scheme is agreed towards the expenses of the scheme bear a

proper relation to the contribution of the Secretary of State; and

- (b) the contribution of the Secretary of State shall not in any case exceed half the expenses of the scheme; and
- (c) the liability of the Secretary of State to make contributions under the scheme shall not extend beyond a period of fifteen years after the passing of this Act.

(4) Any expenses of the Secretary of State under this Act shall be paid out of the moneys provided by Parliament:

Provided that the aggregate amount expended by the Secretary of State under any scheme or schemes under this Act shall not exceed one million five hundred thousand pounds in the financial year current at the date of the passing of this Act, or three million pounds in any subsequent financial year, exclusive of the amount of any sums received by way of interest on or repayment of advances previously made.

2.—His Majesty may by Order in Council direct that this Act shall apply to any territory which is under His Majesty's protection, or in respect of which a mandate is being exercised by the Government of any part of His Majesty's Dominions, as if that territory were a part of His Majesty's Dominions, and, on the making of any such Order, this Act shall, subject to the provisions of the Order, have effect accordingly.

3.—This Act may be cited as the Empire Settlement Act, 1922.

Appendix B.

British Migrants Under Empire Settlement Act, 1922

Year 1922	Australia	New Zealand	Canada	Total
September.....	.....	7	23	30
October.....	.....	29	78	107
November.....	.....	249	45	294
December.....	6,118*	409	34	6,561
1923				
January.....	2,033	354	.....	2,387
February.....	1,630	212	3	1,845
March.....	2,077	507	291	2,875
April.....	1,889	228	1,158	3,275
May.....	1,674	520	785	2,979
June.....	2,510	.....	743	3,253
July.....	1,543	526	616	2,685
August.....	1,924	533	415	2,892
September.....	2,237	953	881	4,071
October.....	2,591	512	693	3,796
November.....	2,941	961	373	4,275
December.....	2,068	819	123	3,010
Totals.....	<u>31,235</u>	<u>6,839</u>	<u>6,261</u>	<u>44,335</u>
Totals for the year 1923	<u>25,117</u>	<u>6,145</u>	<u>6,081</u>	<u>37,343</u>
1924				
January.....	2,493	559	123	3,175
February.....	2,017	349	395	2,761
March.....	3,034	540	1,221	4,795
April.....	2,057	684	1,757	4,508
May.....	1,971	684	1,735	4,390
June.....	1,556	740	1,257	3,553
July.....	1,716	727	881	3,324
August.....	1,960	156	481	2,597
September.....	1,986	763	523	3,272
October.....	1,848	898	550	3,296
November.....	1,992	1,441	206	3,639
December.....	1,819	196	240	2,255
Totals for the year 1924	<u>24,449</u>	<u>7,737</u>	<u>9,379</u>	<u>41,565</u>

* Total for four months, September-December, 1922.

British Migrants under Empire Settlement Act, 1922

Year	South Africa	Australia	New Zealand	Canada	Total
1925					
January.....	4	2,425	1,522	106	4,057
February.....	2	2,052	536	406	3,006
March.....	2	1,710	465	2,238	4,415
April.....	4	1,855	572	1,473	3,904
May.....	2	1,813	824	1,273	3,912
June.....	2	2,628	473	808	3,911
July.....	—	1,991	939	1,316	4,246
August.....	6	1,581	350	529	2,466
September.....	52	2,273	806	575	3,706
October.....	33	2,892	614	1,959	5,520
November.....	6	1,154	265	484	1,909
December.....	2	1,043	685	275	2,005
Total for year 1925.....	115	23,427	8,051	11,442	43,057

NOTE.—The total of 43,057 persons was made up of 14,029 men, 11,821 women and 17,207 children.

Compiled from Oversea Settlement Reports.



